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ABSTRACT

Contents of these hearings are as follows: complete text of H.R. 5291, the bill to establish a universal food service and nutrition education program for children, cited as The Child Nutrition Act of 1971; statements of the chairman of the Committee on Education and Labor, of the director and a number of other officials of the American School Food Service Association, and of a panel of officials from school and State food services in California, Massachusetts, Georgia, and Ohio; prepared statements of the director of the Massachusetts Bureau of Nutrition Education and School Food Services, of the Chicago director of school lunch, of an assistant professor of Nutrition at Case Western Reserve University, and of the chief of the Ohio school food service program; and, letters from the secretary of the Sacramento district, California Dietetic Association, from the director of the Baltimore County Department of School Lunch, from the executive director of the Alaska Legislative Affairs agency, from an Alaska State senator, from the Washington counsel of the National Restaurant Association, from the California State superintendent of public instruction, and from the chairman of the Committee on Education and Labor. (RJ)

ED 064458

CHILD FEEDING AND NUTRITION EDUCATION PROGRAMS

HEARING

BEFORE THE

GENERAL SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SECOND CONGRESS

FIRST SESSION

ON

H.R. 5291

A BILL TO ESTABLISH A UNIVERSAL FOOD SERVICE AND NUTRITION EDUCATION PROGRAM FOR CHILDREN

HEARING HELD IN WASHINGTON, D.C., JUNE 22, 1971

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*

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EDUCATION & WELFARE
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CHILD FEEDING AND NUTRITION EDUCATION PROGRAMS

HOUSE OF REPRESENTATIVES,
GENERAL SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10:40 a.m., in room 2261, Rayburn House Office Building, Hon. Roman C. Pucinski (chairman of the subcommittee) presiding.

Present: Representatives Pucinski and Veysey.

Also present: Hon. Carl D. Perkins, chairman of the full committee.

Staff members present: John Jennings, counsel; Alexandra J. Kisla, clerk; Toni Painter, secretary; Charles Radcliffe, minority counsel, and Dennis Taylor, minority associate counsel.

(Text of H.R. 5291 follows:)

92D CONGRESS
1ST SESSION

H. R. 5291

IN THE HOUSE OF REPRESENTATIVES

MARCH 1, 1971

Mr. PERKINS introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To establish a universal food service and nutrition education program for children.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Child Nutrition Act of 1971".

FINDING AND DECLARATION OF POLICY

SEC. 2. (a) The Congress hereby finds that (1) the proper nutrition of the Nation's children is a matter of highest priority, (2) there is a demonstrated relationship between the intake of food and good nutrition and the capacity of children to develop and learn, (3) the teaching of the principles of good nutrition in schools has been seriously inadequate, as

evidenced by the existence of poor or less than adequate diets at all levels of family income, (4) any procedure or "means test" to determine the eligibility of a child for a free or reduced-price meal is degrading and injurious both to the child and his parents, and (5) the national school lunch and related child nutrition programs, while making significant contributions in the field of applied nutrition research, are not, as presently constituted, capable of achieving the goal of good nutrition for all children.

(b) It is hereby declared to be the policy of Congress to assure adequate nutrition offerings for the Nation's children, to encourage the teaching of the principles of good nutrition as an integral part of the total educational process, and to strengthen State and local administration of food service programs for children. It is further declared to be the policy of Congress that food service programs conducted under this Act be available to all children on the same basis without singling out or identifying certain children as different from their classmates.

ESTABLISHMENT OF THE UNIVERSAL FOOD SERVICE PROGRAM FOR CHILDREN

SEC. 3. The Secretary of Agriculture (hereinafter referred to as the "Secretary") is authorized to formulate and administer cooperatively with the State educational agencies, a universal food service and nutrition education program for

children in schools of high school grade and under and in service institutions conducting programs for the benefit of all children. To the fullest extent practicable, the Secretary shall utilize the available services and expertise of other Federal departments, State educational agencies, and private organizations concerned with nutrition and nutrition education in the formulation of program requirements and regulations. The program shall be so designed as to provide each child an equal opportunity to participate on the same basis as all other children with no discrimination as to time or place of serving or types and amounts of foods offered.

APPROPRIATIONS AUTHORIZED

SEC. 4. (a) For each fiscal year there are hereby authorized to be appropriated, such sums as may be necessary to enable the Secretary to carry out the provisions of this Act. Such appropriations for any fiscal year are authorized to be made a year in advance of the fiscal year in which the funds will become available for disbursement to the States. Notwithstanding any other provision of law, any funds appropriated to carry out the provisions of the Act shall remain available for the purposes of this Act until expended.

(b) Appropriations for the purposes of this Act shall be considered, for the purpose of budget presentations, to

relate to the functions of the Government concerned with health and education.

NUTRITIONAL AND OTHER PROGRAM REQUIREMENTS

SEC. 5. (a) Meals and supplemental food services provided by schools and service institutions participating in programs under this Act shall meet minimum nutritional requirements prescribed by the Secretary on the basis of tested nutritional research.

(b) Food service programs operated under this Act shall be operated on a nonprofit basis under the supervision of the governing authorities of participating schools or service institutions. Participating schools and service institutions shall offer at least one meal a day without charge to all children in attendance; such meal shall consist of a combination of foods meeting a minimum of one-third of the child's daily nutritional requirements. Additional meals and/or supplemental food services before, during, or after the schoolday may be offered to all children in attendance based on economic and/or nutritional needs.

(c) No affidavit nor certification shall be required of any parent or guardian in order that a child take part in the food service program operated by the school or service institution.

(d) The sale of extra food and beverage items offered on a regular basis during the regular schoolday shall be restricted to those items recognized as making a contribution

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to, or permitted by the school to be served as a part of, a meal meeting the nutritional requirements prescribed by the Secretary, and income from the sale of such items shall be deposited to the account of the nonprofit food service program and such income shall be used only for program purposes.

(e) State agencies shall determine the eligibility of applicant schools and service institutions to participate in programs authorized under this Act and shall determine their need for assistance to carry out the purposes of this Act and shall establish controls to insure effective use of funds.

DIRECT FOOD ASSISTANCE

SEC. 6. (a) Each school or service institution participating in programs authorized under this Act shall, insofar as practicable, utilize in its program foods donated by the Secretary. Foods available under section 416 of the Agricultural Act of 1949 (63 Stat. 1058), as amended, or purchased under section 32 of the Act of August 24, 1935 (49 Stat. 774), as amended, or section 709 of the Food and Agriculture Act of 1965 (79 Stat. 1212), may be donated by the Secretary for schools and service institutions for utilization in their feeding programs under this Act. (42 U.S.C. 1777.)

(b) The Secretary is authorized to utilize annually

not to exceed $200,000,000 of funds available pursuant to section 32 of the Act of August 24, 1935 (49 Stat. 774), as amended, for the purchase and distribution of especially nutritious agricultural commodities and other foods to assist participating schools and service institutions in meeting the nutritional requirements under this Act. Any funds unexpended from funds made available under this section may be used by the Secretary to assist in carrying out the purposes of this Act.

APPORTIONMENTS AND PAYMENTS TO STATES

SEC. 7. (a) The apportionment to each State shall be made on the basis of two factors: (1) the number of children in average daily attendance during the preceding year in schools and service institutions eligible under the provisions of this Act, and (2) the rate of Federal assistance per child per year. The rate of Federal assistance per child per year shall be $90 per child for all States. The amount of apportionment to any State for any fiscal year shall be determined by multiplying factors (1) and (2).

(b) The Secretary shall certify to the Secretary of the Treasury from time to time the amounts to be paid to any State under the provisions of this Act and the time or times such amounts are to be paid; and the Secretary of the Treasury shall pay to the State at the time or times fixed by the Secretary the amounts so certified.

USE OF FUNDS

SEC. 8. (a) Funds paid to any State for any fiscal year shall be disbursed to schools and service institutions to assist them in financing the operating costs of their food service program including the costs of obtaining, preparing, and serving food.

(b) Such disbursements may be made by State educational agencies at least monthly and may be made not to exceed ten days prior to the beginning of each month of operations. Periodic adjustments in the amounts of funds so disbursed shall be made to conform with the provisions of section 9 of this Act.

STATE MATCHING

SEC. 9. (a) For the first and second fiscal years of operations under this Act, expenditures from State revenues within the State, other than for the purchase or acquisition of land or for the cost of construction or alteration of buildings, shall constitute at least 10 per centum of total operating costs of the program. For the third fiscal year, the State share shall be increased to 12 per centum of operating costs and shall be increased by 2 per centum every second year thereafter to reach a maximum of 20 per centum. For each fiscal year of operations under this Act, expenditures from local sources other than for the purchase or acquisition of land or for the cost of construction or alteration of build-

ings shall constitute at least 5 per centum of total operating costs of the program.

(b) The assurance of proper nutrition for our children is a public concern. The Congress urges that, whenever possible, assistance be provided from all available State and local sources to children in nonprofit private schools and to children in nonpublic, nonprofit service institutions so that they may receive the full benefits of the programs authorized under this Act. Nevertheless, in situations where such assistance is not forthcoming in adequate amounts, such schools and institutions may require of parents a registration fee to help finance the operation of food service programs.

NONFOOD ASSISTANCE AUTHORIZATION

SEC. 10. (a) There is hereby authorized to be appropriated for the first fiscal year of operations under this Act and for any subsequent fiscal year not to exceed $25,000,000 to enable the Secretary to formulate and carry out a program to assist the States through grants-in-aid and other means to supply schools and service institutions with equipment, other than land or buildings, for the storage, preparation, and transportation, and serving of food to enable such schools to establish or expand food service programs for children.

(b) (1) The Secretary shall apportion 50 per centum of funds appropriated for the purposes of this section among

the States on the basis of the ratio between the number of children enrolled in schools without a food service in each State and the number of children enrolled in schools without a food service in all States.

(2) The remainder of the funds shall be apportioned among the States on the basis of the ratio between the number of children enrolled in schools in each State and the number of children enrolled in schools in all States.

(c) For the sixth and each subsequent year of operation under this Act, all of the funds appropriated for the purposes of this section shall be apportioned in accordance with the provisions of subsection (b) (2) above.

NUTRITION EDUCATION

SEC. 11. (a) The Secretary, in cooperation with the Office of Education of the Department of Health, Education, and Welfare, is authorized to formulate the basic elements of a nutrition education program for children to be extended on a voluntary basis through State educational agencies to schools and service institutions participating in programs authorized under this Act. Such a program shall include, but shall not be limited to, the preparation of course outlines, based on the advice of experts in the field of child nutrition, classroom teaching aids, visual materials, the training of school food service personnel, and the training of teachers to conduct courses in child nutrition.

(b) For the first fiscal year of operations under this Act, grants to the States, other than grants made under section 7 of this Act, for the conduct of nutrition education programs for children shall be based on a rate of 50 cents for each child enrolled in schools or service institutions within the State and, for each fiscal year thereafter, grants will be based on a rate of $1 for each child so enrolled. Enrollment data so used will be the latest available as certified by the Office of Education of the Department of Health, Education, and Welfare.

CENTRALIZATION OF FUNDING AND ADMINISTRATION

SEC. 12. Authority for the conduct and supervision of Federal programs to assist schools and service institutions in providing food service and nutrition education programs for children is assigned to the Department of Agriculture. Other Federal ageneies administering programs under which funds are to be provided to schools and service institutions for such assistance shall transfer such funds to the Department of Agriculture for distribution through the administrative channels and in accordance with the standards established under this Act.

FEDERAL ADMINISTRATIVE EXPENSES

SEC. 13. There are hereby authorized to be appropriated for any fiscal year such sums as may be necessary to the Secretary for his administrative expenses under this Act.

AGREEMENTS WITH STATES

SEC. 14. The Secretary shall incorporate, in his agreements with the State educational agencies, the express requirements under this Act insofar as they may be applicable and such other provisions as in his opinion are reasonably necessary or appropriate to effectuate the purposes of this Act.

STATE PLANS OF OPERATION

SEC. 15. State educational agencies shall submit to the Secretary State plans of operation at least three months prior to the first fiscal year of operations under this Act. Such plans shall include, but not be limited to, the following:

(1) Proposed State and local funding.

(2) Plans to extend food service to all eligible schools.

(3) Plans for a nutrition education program to be conducted in schools and service institutions.

(4) The types and kinds of food service to be offered to children attending participating schools and service institutions, and procedures and methods to be employed to assure high quality, nutritious, and appetizing meals for participating children.

(5) Plans for supervision and audit of program operations. Such plans of operation must be approved

by the Secretary prior to advance of funds to State educational agencies.

(6) Plans for conducting training programs for school food service personnel.

(7) Plans for the conducting experimental or demonstration projects.

STATE ADMINISTRATIVE EXPENSES

SEC. 16. The Secretary may utilize funds appropriated under this section for advances to each State educational agency for use for its administrative expenses in supervising and giving technical assistance to the local school districts in their conducting of programs under this Act. There are hereby authorized to be appropriated such sums as may be necessary for the purposes of this section. Such funds shall be advanced only in amounts and to the extent determined necessary by the Secretary to assist such State agencies in the administration of additional activities undertaken by them under this Act. Any employee paid in whole or in part with funds provided under this section shall be included under either a merit, civil service, or tenure system covering employees of the State educational agency.

LOCAL COSTS OF SUPERVISION

SEC. 17. The Secretary is authorized to make grants to State educational agencies, out of amounts appropriated by Congress for the purposes of this section, to assist in

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the supervision of local program operations. The grant to each State is to be determined on the basis of $250 for each school attendance unit or service institution participating in the program.

ASSISTANCE TO NONPROFIT PRIVATE SCHOOLS

SEC. 18. (a) Federal assistance for food service to nonprofit private schools shall be provided by the State educational agency either in the form of direct payments or by payments made through the public school system in which the nonprofit private school is geographically located.

(b) In the event that the State educational agency is precluded by law, based on a formal opinion of the Attorney General of the State, from making direct or indirect payments to such schools, the Secretary is authorized to withhold funds from the apportionments to such States for the purpose of making direct payments to such schools. Such withholding shall be based on the rate of Federal assistance per child per year for such States as determined under section 7 of this Act and the number of children attending nonprofit private schools in such State.

PILOT OPERATIONS

SEC. 19. In the first full fiscal year following the passage of this Act, the Secretary is directed to begin pilot operations in at least ten school systems, using authorities and funds available under Public Law 91–248, to test and

develop the most effective technique's and procedures for effectuating the provisions of this Act and for the purpose of developing appropriate estimates of participation and costs.

ACCOUNTS, RECORDS, AND REPORTS

SEC. 20. (a) States, State educational agencies, schools, and service institutions participating in programs under this Act shall keep such accounts and records as may be necessary to enable the Secretary to determine whether there has been compliance under this Act and the regulations thereunder. Such accounts and records shall at all times be available for inspection and audit by representatives of the Secretary and shall be preserved for such period of time, not in excess of three years, as the Secretary determines to be necessary.

(b) State educational agencies shall provide periodic reports on expenditures of Federal funds, program participation, program costs, and so forth, in such form as the Secretary may prescribe.

EVALUATION

SEC. 21. The Secretary shall provide for the careful and systematic evaluation of the programs conducted under this Act, directly or by contracting for independent evaluations, with a view to measuring specific benefits, as far as practicable, and providing information needed to assess the

effectiveness of program procedures, policies, and methods of operation.

NATIONAL ADVISORY COUNCIL ON PROGRAM ADMINISTRATION

SEC. 22. (a) There is hereby established a council to be known as the National Advisory Council on Child Nutrition Programs (hereinafter in this section referred to as the "Council"). The membership of the Council shall be appointed by the Secretary and shall include: (1) a State school food and nutrition service director, or the equivalent thereof, for each of the geographic regions through which programs authorized under this Act are administered by the Department of Agriculture; (2) at least two directors of school food service operating multiple unit programs, one from a rural area and one from a major urban area; (3) qualified consultants (as required from time to time) in the fields of nutrition, nutrition education, schooi business administration, and school food service management, and (4) four officers or employees of the Department of Agriculture specially qualified to serve on the Council because of their education, training, experience, and knowledge in matters relating to child food programs.

(b) The Secretary shall designate one of the members to serve as Chairman and one to serve as Vice Chairman.

(c) Nine members shall constitute a quorum, and a vacancy on the Council shall not affect its powers.

(d) It shall be the function of the Council to make a continuing study of operations of programs carried out under this Act with a view to determining how such programs can be improved.

(e) Members of and consultants to the Council shall serve without compensation but shall receive reimbursement for necessary travel and subsistence expenses incurred by them in the performance of the duties of the Council.

NATIONAL ADVISORY COUNCIL

SEC. 23. (a) There is hereby established a council to be known as the National Advisory Council on Child Nutrition (hereinafter in this section referred to as the "Council") which shall be composed of thirteen members appointed by the Secretary. One member shall be a school administrator, one member shall be a person engaged in child welfare work, one member shall be a person engaged in vocational education work, one member shall be a nutrition expert, one member shall be a school food service management expert, one member shall be a State superintendent of schools (or the equivalent thereof), one member shall be a State school food service director (or the equivalent thereof), one member shall be a person serving on a school board, one member shall be a classroom teacher, and four

members shall be officers or employees of the Department of Agriculture specially qualified to serve on the Council because of their education, training, experience, and knowledge in matters relating to child food programs.

(b) The nine members of the Council appointed from outside the Department of Agriculture shall be appointed for terms of three years, except that such members first appointed to the Council shall be appointed as follows: Three members shall be appointed for terms of three years, three members shall be appointed for terms of two years, and three members shall be appointed for terms of one year; thereafter all appointments shall be for a term of three years, except that a person appointed to fill an unexpired term shall serve only for the remainder of such term. Members appointed from the Department of Agriculture shall serve at the pleasure of the Secretary.

(c) The Secretary shall designate one of the members to serve as Chairman, and one to serve as Vice Chairman of the Council.

(d) The Council shall meet at the call of the Chairman but shall meet at least once a year.

(e) Seven members shall constitute a quorum and a vacancy on the Council shall not affect its powers.

(f) It shall be the function of the Council to make a continuing study of the operation of programs carried out

under this Act with a view to determining how such programs may be improved. The Council shall submit to the President and Congress annually a written report of the results of its study together with such recommendations for administrative and legislative changes as it deems appropriate.

(g) The Secretary shall provide the Council with such technical and other assistance, including secretarial and clerical assistance, as may be required to carry out its functions under this Act.

(h) Members of the Council shall serve without compensation but shall receive reimbursement for necessary travel and subsistence expenses incurred by them in the performance of the duties of the Council.

DEFINITIONS FOR THE PURPOSES OF THIS ACT

SEC. 24. (a) "State" means any of the fifty States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Trust Territories of the United States.

(b) "State educational agency", means the State legislature may determine, means (A) the chief State school officer, or (B) board of education controlling the State Department of Education.

(c) "Nonprofit private school" means any private school

exempt from income tax under section 501 (e) (3) of the Internal Revenue Code of 1954.

(d) "School" means the governing body which is responsible for the administration of one or more attendance units and which has the legal authority to operate a food service program therein. The term includes any public or nonprofit private school of high school grade or under, and kindergarten and preschool programs operated by such schools.

(e) "Service institution" means private, nonprofit institutions which provide day care or other children services. Children services includes public and private nonprofit institutions providing day care or other child care services for handicapped children.

(f) "Operating costs" means the cost of food and nutrition services administration and supervision, labor, supplies, acquisition, storage, preparation, and service of food used in the food service program, utilities, maintenance, repair, and replacement of equipment. This term does not include the cost or value of land or acquisition, construction, or alteration of buildings. The term does not include any part of the general administrative and maintenance expenses for the total school program.

(g) "Universal food service and nutrition education program" means a program designed and operated to offer all children in group situations away from home at least one meal a day which meets at least one-third of the child's daily nutritional requirements. Additional meals and/or supplemental food services may be offered to all children in attendance based on economic and/or nutritional needs. All food service programs conducted under this Act would operate without charge to the child. The children to be covered under this Act include those attending schools of high school grade and under and children in service institutions as defined in this Act. The term also includes a broad program of nutrition education to teach all children basic principles of good nutrition and the importance of good nutrition to health.

EFFECTIVE DATE

SEC. 25. The effective date of this Act, other than section 19, which is effective with the passage of this Act, is two years subsequent to the fiscal year in which it is passed. Beginning with the first year of operation of this Act, the National School Lunch Act of 1946, as amended, and the Child Nutrition Act of 1966, as amended, are hereby superseded.

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Mr. PUCINSKI. The committee will come to order. Let me apologize to our distinguished witnesses this morning but this has been a hectic day here. We are holding very important hearings downstairs on black lung disease and the chairman of our committee, who has been the moving force behind H.R. 5291, is occupied with another very important matter, but we will proceed this morning anyway and begin hearings on H.R. 5291, a bill to establish a universal food service and nutrition education program for children. I am aware that the bill proposes a very ambitious program for improving the health and well-being of our Nation's children, and I know that as we proceed with our hearings, there will be undoubtedly high estimates on the cost of the program. But as the chairman of the Subcommittee on General Education, which has a keen interest in the education of our children in this country, there is no question in my mind that there is a direct correlation between the diet that youngsters get, the kind of nutritional support they get and their ability to progress successfully in the learning process.

And so while I am mindful that we are discussing here a very ambitious program, I believe that we ought to put into perspective the nutritional needs of America and the role that a sound nutritional program for the young children of this country would have on the learning process that we expose these youngsters to in our schools.

It doesn't make sense to me to spend almost $50 billion a year on public education and then find that many youngsters are not progressing as well as they could simply because of nutritional defects. And so it is my hope that we can in the course of these hearings develop the information we need to take action on this bill. I am going to ask that Mr. Perkins' entire statement on this subject with analysis of his bill be placed in the record at this point.

(Statement referred to follows:)

STATEMENT OF HON. CARL D. PERKINS, CHAIRMAN, COMMITTEE ON EDUCATION AND LABOR

Mr. Chairman, I am speaking today in support of H.R. 5291, a bill to establish a universal food service and nutrition education program for children.

The bill proposes a program of great significance to the health and wellbeing of the Nation's children. In the long run, this program is the only sound and practical approach to solving the serious problems of malnutrition and poor diets that exist at all levels of income among the general population.

H.R. 5291 has three basic objectives:

First, to provide all children with adequate nutrition, free of charge, as a part of the educational program, on the same basis as most other school activities. No child is to be singled out or identified as different from his classmates in order to receive lunch at school.

Second, to provide funds and authority for the conduct of a comprehensive program through State Departments of Education to teach all children, as they learn and develop, the principles of good nutrition. All the evidence we have from the experts in nutrition and health points to one single conclusion. Ignorance is the fundamental, basic cause of undernutrition and poor diets. It is clear that an adequate level of income does not in itself guarantee an adequate level of nutrition:

Third, to strengthen the administration of food service programs for children by State and local governments. Over the past several years, one Federal program after another has been thrust upon State and local governments to the point that they do not have the financial ability to administer them effecively.

At this point, I should like to sketch out briefly the background of events that led to the introduction of new legislative proposals to improve the child nutrition programs.

During May and June 1968, the House Committee on Education and Labor held extensive hearings on malnutrition and Federal food programs. The testimony of many individuals and organizations, including professionals in the field of nutrition and health, educators, specialists in child feeding programs, and organizations concerned with the welfare of children, pointed conclusively to the necessity of upgrading and improving the nutrition programs for children. It was clear that millions of children who were most in need of better nutrition were not being reached by these programs.

Only recently has there been recognition of the relationship between good nutrition and a child's ability to learn, and his capacity to develop both his mental and physical abilities. This recognition has resulted in a number of rather spectacular changes in the child nutrition programs—since 1966 we have seen the passage of the Child Nutrition Act, which established the school breakfast program and provided funds to help schools to buy equipment to start lunch programs. Other legislation was approved to extend the lunch program to include child care centers and summer recreation programs; special legislation was passed in the spring of 1970 to provide emergency funding for the lunch program; and most recently, Public Law 91–248 was enacted and is bringing about major changes in the direction and impact of child nutrition programs.

This important progress has come about because the Congress has taken the leadership in initiating and approving measures to improve the health of our children through the expansion of the child nutrition programs. In the few short years since 1968, the number of needy children receiving lunches has risen sharply from less than 3 million to nearly 7.5 million children. Some 6,000 schools have come into the national school lunch program for the first time and are now offering nutritious lunches to all children in attendance. The school breakfast program has more than doubled in the past year and is now reaching a million children. But all this is simply a major step in the right direction. After 25 years of operation, only half of the Nation's children are now participating in the lunch program. I am convinced, therefore, that we must move in the direction of providing school lunches to all children free of charge on the same basis as all other school activities. As a practical matter, the local school system has the responsibility for the child from the moment he enters the school door until he leaves for home. All of his physical needs are provided for except for food. Free textbooks are provided, the physical education program is free, medical service or attention is provided for the child if he becomes sick, and transportation is supplied if needed to and from school. Why, therefore, should we continue to consider the need for food at school as different from the child's other needs?

Further, we must abolish once and for all the application of discriminatory "means test" to determine which children pay nothing for lunch, which children pay a portion of the price and which pay the full price. School principals should not be asked to assume what is basically a welfare function when their business is education.

There is but little question that the teaching of the principles of good nutrition has been largely neglected in the Nation's educational system. We find poor diets or less than adequate diets prevalent in all segments of the population, regardless of income. To correct this situation, there is an urgent need to incorporate nutrition education in various phases of the educational system. It need not be a separate course of instruction but can be given appropriate attention in hygiene classes, the home economics class, geography class, physical education and so on.

The bill proposes grants of funds to assist States and local districts in the supervision and administration of food service programs for children. In the final analysis, no program is any better than its administration. In order to provide for a much larger program there will be a need for additional personnel, expanded training programs, and closer supervision to assure that tax monies will be spent efficiently.

Mr. Chairman, let's take a look at the cost factor in the proposed program. From a broad viewpoint, I know that everyone would agree that all children should receive adequate food in their hours away from home. If this goal is to

be accomplished, the total cost will be roughly the same, no matter how it is financed.

However, as a preliminary figure, it is estimated that the cost of a universal food service program for children would run about $4.5 billion in the early years of the program and about $5.5 billion annually when fully developed and available in all schools. The present national school lunch program, which reaches nearly 50 percent of total school enrollments, is costing about $2.5 billion, taking into account expenditures from all sources, i.e. governmental contributions, payments by parents for lunches, and contributions by private groups.

To be sure, we are talking about very large sums of money which would be required to carry out this program. But, costs must be measured against benefits in terms of what such a program would accomplish both for children and the population in general. In the longrun, the savings to the Nation in the cost of treating illnesses resulting from poor diets could well outweigh the cost of the program itself.

In conclusion, I recognize that this bill has many implications to a great variety of organizations and groups concerned with the welfare of children. For this reason, I trust that this committee will call upon the best advice and experience it can find in consideration of the merits and objectives of this legislative proposal. Experts in the fields of nutrition, education, health, and school administration and finance, food service management, child development, and related fields of knowledge, as well as representatives of affected organizations should be called upon to assist in framing the most effective legislation than can be passed to safeguard the nutrition and health of the Nation's greatest asset—our children.

As we look to the future, I sincerely hope that the day is in sight when we can say that every child has access to adequate food at school to meet his nutritional needs as well as access to knowledge of nutrition and its relationship to health. These are the two basic aims of the bill before you.

Mr. PUCINSKI. It is our pleasure to call before our committee this morning a very distinguished panel of nutrition experts. Mr. Wade Bash, State director of food services in Ohio; Mrs. L. Gene White, director of school food service in China Lake, Calif.; Miss Josephine Martin, State director of food service for the State of Georgia; Mr. John Stalker, State director of food services in Massachusetts; Miss Frances Fischer, Department of Nutrition, Cleveland, Ohio, representing American Dietetic Association; Dr. Perryman, accompanied by Miss Louise Frolich, assistant for legislative affairs of American School Food Service Association of Colorado; and Mr. Samuel Vanneman, Washington representative, American School Food Service Association here in Washington, D.C.

I wonder if I may ask the ladies and gentlemen to come before the committee here as a panel and then we will proceed with our discussion this morning.

Now I presume that all of you have prepared statements and all of your statements will go in the record in their entirety. Why don't we start with Mrs. White? Perhaps you can summarize your statement so we give everyone a chance to give an opening statement and then we can go into questions.

I might say there will be other members of the committee joining us as we move along here. I said at the outset this morning that a good part of our committee is downstairs on other hearings, but we have to become somewhat ambidextrous around here and we have to be able to cover three or four meetings at one time, so don't be disturbed as you see members of the committee come and go shifting between the two hearings.

STATEMENT OF DR. JOHN PERRYMAN, EXECUTIVE DIRECTOR, AMERICAN SCHOOL FOOD SERVICE ASSOCIATION; ACCOMPANIED BY MISS LOUISE A. K. FROLICH, ASSISTANT FOR LEGISLATIVE AFFAIRS, AMERICAN SCHOOL FOOD SERVICE ASSOCIATION, COLORADO; SAMUEL VANNEMAN, WASHINGTON REPRESENTATIVE, AMERICAN SCHOOL FOOD SERVICE ASSOCIATION, WASHINGTON, D.C., AND THE FOLLOWING PANEL: WADE BASH, STATE DIRECTOR FOOD SERVICES, OHIO; MRS. L. GENE WHITE, DIRECTOR SCHOOL FOOD SERVICES, CHINA LAKE ELEMENTARY SCHOOL, CHINA LAKE, CALIF.; MISS JOSEPHINE MARTIN, STATE DIRECTOR FOOD SERVICES, GEORGIA; JOHN STALKER, DIRECTOR FOOD SERVICES, MASSACHUSETTS; AND MISS FRANCES FISCHER, DEPARTMENT OF NUTRITION, CASE WESTERN RESERVE UNIVERSITY, CLEVELAND, OHIO, REPRESENTING THE AMERICAN DIETETIC ASSOCIATION

Dr. PERRYMAN. Mr. Chairman, we have tried as a panel to coordinate our statements so that there would be as little repetition as possible and to time them rather carefully. I believe that they can all be given within 35 minutes if we may have your permission.

Mr. PUCINSKI. Fine, Dr. Perryman. Why don't you take charge of the panel since you put the panel together and why don't you introduce each member and then the order in which you want the statements to be made. We will put you in charge of this operation.

Dr. PERRYMAN. Thank you, Mr. Chairman. I am John Perryman, executive director, American School Food Service Association. We are very grateful, Mr. Chairman, for the opportunity to appear before this subcommittee in support of H.R. 5291. Since we are recommending the most sweeping changes in school foods service in a quarter century, we must believe there is something wrong with school food service today. We do.

Much has been accomplished that is laudatory. Under the leadership of this committee, the Congress has mandated that school food service should be made available to every economically needy child in the Nation, that every parent shall be given an opportunity to indicate his need, that eligibility standards be published for the knowledge of all, that there not be a hungry child in the United States of America.

The step we have not yet taken, the giant step forward proposed by H.R. 5291, is that we as a nation think in terms of our nutritionally needy children, not just those who are economically needy. After 25 years of operation, we are reaching only about 25 million children per day. In other words, it has taken us a quarter century to reach only the halfway point of the more than 50 million school age children in the United States. The pace is not quick enough; the accomplishment is not good enough.

The economic means test imposed upon school food service, the only requirement of its kind remaining in our educational system, is a major roadblock in the path of expansion of school food services. More than that, it is an administrative nightmare. Often it is treated dishonestly by parents; it is a constant annoyance to administrators and is often

the source of wasted money by students. If we were to send our children to school with money in their pockets to pay for the day's education, it is difficult to know what use they would actually make of the money. In the same way money intended for a nutritious meal at school is many times diverted to empty calories, cigarettes, or put aside for a Saturday night date. Furthermore, the concept of secrecy for free or reduced price meals is largely fiction. Children themselves are the greatest source of information on this subject, the free meal student often gloating over his paying classmate.

H.R. 5291 concerns itself with two basic needs held in common by all children—a need for food and a need for a knowledge of food. Let us look briefly at each.

Our need for food is the most persistent, constant, never ending of all human needs. A homely example may be found in analogy to the family automobile. If the tires are balding, we make an administrative decision that they are good enough for another thousand miles. If the upholstery on the front seat is threadbare, we cover it with the souvenir blanket from the honeymoon trip to Canada which we don't use for football games anymore anyway. If the tuneup is long overdue, we give it low priority on next month's budget. But if the car runs out of gas, it simply stops; right then and there it stops. Busy intersection, deserted road, or urgent call, it stops. There is no argument, no administrative decision, no postponement, no room for reasonable compromise. It stops.

So it is with the human anatomy. With our needs for clothing, shelter, recreation, even procreation, there can be delay, decision, deference. Not with the body's need for fuel. When the source of energy is gone, the functioning ceases. The child needs to be fed at school—where he is, where he is hungry and where he is daily and hourly expending the fuel which must be replaced.

Our need for a knowledge of food is also a continuing and never-ending need, in the area of knowledge which could make a major impact on the health, vigor and productivity of our Nation. I wish to emphasize the fact that in this time of engineered foods consumer education of all people to guide them through their grocery lists is going to become increasingly necessary.

Today when a fortified cupcake is a breakfast and a soy bean is a piece of bacon, every food consumer—that means every human being in the Nation—must be increasingly knowledgeable in foods he is purchasing and consuming.

If the results of a universal school food service and nutrition education program would be so fortuitous, why has such a program not been undertaken previously? Two reasons are customarily given—such a move would be a step toward socialism and the cost is to great. Let us make a frontal attack on the charge of socialism. The old laissez faire theory of economics that every man looking after his own best interests would inevitably bring about the best interests of society has already been cast aside in a thousand different projects designed for the public good. Transportation, education, national defense—the list of examples is myriad. There are well-established parallels and precedents for the concept of universality. Public education itself is one such prime example. Only when we moved from the concept of paupers schools to the concept of schooling for all, did public education in this country come to age.

Social security provides another excellent example of outstanding social legislation designed to meet the human need and to compensate for a human failing. Of course, everyone should provide for his old age just as everyone should provide for his child's proper nutrition, but everyone does not.

School food service is no more socialistic than the schools in which it is served. Indeed it provides a thriving and profitable market for many facets of the food service industry. It is—like many of its magnificent ancestors—a publicly supported program in the public good.

In a program of this magnitude, in my judgment, we are justified in analyzing its costs to the Nation as a whole, not solely in terms of the Federal budget. From this standpoint, we might say that the family which is now providing proper nutrition for its children would have no costs at all, the family food budget being relieved of that many meals each week. In a sense then, the only cost to the Nation would be for children not now being properly fed. We submit that the cost of their hunger is far greater than would be the cost of their nutrition. We are spending in excess of $40 billion per year on public education and I defer to the knowledge of the chairman on this matter and would like to use his words, nearly $50 billion per year on public education below the college level in the United States.

Hungry children make poor students. Not only are we likely wasting our tax dollar on them when they are in school, but as they fall behind the achievement of their classmates, they tend to become discouraged, to join the ranks of school dropouts, and from there to find their way into penal institutions or welfare roles where they may become a drain on the public treasury for life.

Furthermore, I would point out that no one doubts the close relationship between good food and good health. The sickness bill of our Nation is already staggering and continues to skyrocket. We are spending now in excess of $60 billion per year for remedial health in this country. I would add the observation that this figure has increased 400 percent in 20 years.

Although I cannot prove this conjecture, it is my strong belief that enough to eat and a knowledge of how to eat would contribute very positively to the health of our Nation, enabling us to direct a portion of our resources into the strength, vigor and productivity of our people, rather than into medicine and hospital beds.

As a matter of fact, I would suggest a new formula, ELP—exposure, learning, productivity. Our school food service program can be a means of attracting children to school, keep them coming back, and assure their physical and mental ability to learn. As such it is a real investment in the future.

In conclusion, I would like to place in the record my judgment that we are living in extraordinary, exciting and hopeful times, living in an age determined to end war, pollution, and hunger. In the months that have ensued, since it was most recently my privilege to appear before this committee, I have had the opportunity to pursue the problems of hungry children from the Arctic Circle in Alaska to the southern reaches of Brazil; from the jungle rivers of Thailand to the Counsel Chambers of the Second World Food Congress at The Hague. One lesson was learned above all others from these experiences and conversations. There is enough food in the world today to feed the people of the world.

Probably for the first time in the 50,000-year history of mankind on earth, hunger, and starvation are no longer necessary. The fact that hunger still exists is a function, not of physical limitations but rather from a lack of comprehension that hunger is a social evil which no longer need plague mankind.

Mr. Chairman, as have other great nations before us in history, we grapple with questions of our appropriate role in world leadership. On the marque of a drive-in savings and loan office of a small southern community I recently read the following incisive words, "Our youth needs models, not critics." Our world too needs models. Let us use one-half of 1 percent of our gross national product to build a sound program of nutrition and nutrition education for the children of our Nation. I urge this course of action both as a coldly analytical financial investment in the future as a model to all people of a valid public response to a crying and persistent personal need.

I think, Mr. Chairman, we might as well proceed in the order of our panel members listed on this paper. They have no particular significance other than as a matter of convenience perhaps. With your permission then, I shall turn to Mr. Bash.

Mr. VEYSEY. Dr. Perryman, let me thank you for your opening statement which is an excellent one, and for the comments which you have given us. I wanted to ask you a couple of questions which may be appropriate at this time.

With respect to the interesting analogy that you drew between the budgeting of costs of operation of a car and food, I don't know whether we really can stick with that all of the way down the line.

As you point out, if you have a car and you need to operate it, somewhere or other you are going to get the gasoline together. Otherwise it stops. But you point out you can defer some of the other maintenance costs. The government doesn't furnish gasoline for anybody's car except for its own own vehicles as far as I know. Yet people do get the money to operate their cars as they need and as they must. So that suggests that they get it in other ways. But I suppose if the government came up with a program to furnish gasoline for people's cars, we would indeed be called on to furnish a lot of it.

I wonder what that would do to the capability of the individual owner of the car to get the gasoline himself? What would be your comment as related to the analogy that you have drawn to the food situation?

Do we, by the process of extending ourselves further and further into the area of free or subsidized food services, reduce the capability of the individual to do for himself?

Dr. PERRYMAN. I think the question is a very penetrating one and it is one that certainly warrants our consideration. If we do too much for people, do we make them more helpless and less inclined to do for themselves? It seems to me what we are talking about here is a matter of priorities. During the depression there were interesting studies made as to the flexibilities in the family budget. Unfortunately, largely because of lack of education I would say, food items in the family budget proved to be highly flexible, much more so than family expenditures for liquor and tobacco and other items.

Only through a proper knowledge of food will food become a top priority. I feel this is an example of a massive public undertaking that lends itself logically and appropriately to public assistance, just as

does our highway building program. There was a time when the classic English economists suggested that everyone take care of the road in front of his own home so that the government would not need to take care of any roads.

It seems to me there are logical areas for public endeavor and logical areas for private endeavor. When the child is at school we feel it is logical that his physical needs for food be met at school as a part of the educational process.

Mr. VEYSEY. I am glad to see that this legislation addresses itself to the problem of education, the problem of ignorance really, with respect to nutrition, which I think can well be met through out schools. It occurs to me that probably there is existing in America today more malnutrition out of ignorance and out of willful neglect of proper procedures and standards in selection of food than there is out of true poverty. I am remembering back to my own practices in high school, where I had money to get the properly prepared meal in the cafeteria and almost never did because I would rather have a candy bar and some ice cream, than to go for the cafeteria meal. Isn't there a great deal of that taking place today and the more affluence you have the more there is?

Dr. PERRYMAN. There is, Mr. Congressman. I would agree with your observation there is more malnutrition in this country as a result of ignorance and indifference than economic need.

Mr. VEYSEY. That, I think, is very important. I have been concerned, that we have to relate these food programs to the school program. But I am also concerned that there is only a certain amount of money available and extractable from the taxpayer for purposes of education. If we charge a whole lot of other programs, food and many other things, to that amount of money, we diminish the amount of available money for educational purposes.

I agree with you, it is very difficult to keep the attention of a hungry child. That is a very real problem. But I am concerned that sometimes these problems get charged as being a cost of education and may be deducted from whatever the amount is that we are able to get for education purposes. This gives me pause to consider, because this can be an expensive program.

Dr. PERRYMAN. The paying parent now in effect is paying twice. He is going to pay for the meal of the nonpaying child and he is paying for his own child as well, and under this program, he would be relieved of that. And also, I would like again to stress the point, and we believe that this is not just the point of argument, but a very valid one, that good use is not being made of the present educational tax dollar in many instances when the child is simply not in a condition to learn.

Mr. VEYSEY. I can cite an interesting example. We live in a pretty good neighborhood and we have a near neighbor who is a Congressman. I am not going to mention a name, but his wife says, "I send the children down for that free breakfast at school because I don't like to get up in the morning."

Dr. PERRYMAN. I suspect she is not unique.

Mr. VEYSEY. I know she is not and this looms as a problem. Well, thank you for your comments. Mr. Chairman, Mr. Perryman has completed his testimony.

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Mr. PUCINSKI. Fine.

Mr. VEYSEY. Were you going to have Mrs. White next?

Dr. PERRYMAN. I thought we would proceed.

Mr. VEYSEY. I wanted to particularly greet Mrs. White because she is from California. I spent quite some time once at China Lake, so I know where it is and I remember when we were trying to encourage people to come to China Lake for the Navy project there. We used to advertise "Live and work in beautiful China Lake". And we got quite a few that way.

Mr. PUCINKSI. Mrs. White, why don't you proceed.

Mrs. WHITE. Thank you. I am Gene White, food service director of schools at China Lake, Calif., and State president of the 4500-member California School Food Service Association. I wish to express my appreciation for this opportunity to speak in support of H.R. 5291.

I appear here today representing the California School Food Service Association and the other 10 State associations in the western region. In the Far West, as throughout the rest of the Nation, we are deeply concerned about the nutritional needs of children. It has been 25 years since Congress passed the National School Lunch Act. During this time the school lunch program has grown and some progress has been made. However, we have fallen far short of our goals to reach all children and to make school food services a meaningful part of the total educational program. Financing has been so inadequate and insecure that in my own State some programs are being closed. Long range planning has been difficult if not impossible. Nutrition education is almost nonexistent. Hungry children and malnutrition are still with us.

In California we have approximately 1 million needy children. Only half of them are receiving free or reduced price lunches. Less than one-third of the 5 million children enrolled in our schools are participating in the type A lunch program. Twenty-eight percent of our schools, representing an enrollment of 700,000 children, have no food service at all. In spite of good intentions, our Nation has never accepted its responsibility to eliminate hunger and malnutrition for all children. If we are to ever accomplish this, adequate funds and strong legislation, as specified in H.R. 5291, must be provided.

There are many reasons why we in the West support this universal food service and nutrition education bill. I would like to mention just three:

1. Lunches would be provided for all children, without cost nationwide. For the first time they would be equally available to all children. We know from experience that the "means" test now in use is not a reliable index of nutritional need. Many children, who are not in the poverty class, urgently need food assistance due to broken homes, neglect and ignorance. These children in no way qualify for free or reduced price lunches. In our effort to help the poverty group, we have completely neglected other children. Lunch costs for paying students are constantly rising. As a result, we are pricing the low- and middle-income groups out of the program. As this happens, the broad health and educational opportunities of school food service are being lost, and the program as a whole is losing its effectiveness and support.

2. Administration of a universal food service program would be proportionately less costly and more realistic. It is virtually impossible to identify needy students for selection and accounting purposes and at the same time protect their anonymity. We find that many proud parents, such as the Mexican-Americans in my State, choose to go without free or reduced price lunches rather than publicly declare their need. As a result, these children are not being fed.

3. Nutrition education would be established for the first time, as a high priority national program. We believe education is as important as food itself in meeting the long-term health needs of children. There is particularly concern for the nutrition and education of teenage girls who grow more, mature earlier and start raising families at a younger age. It is imperative that nutrition education be made a permanent and meaningful part of the school curriculum designed to meet the needs of all children.

The concern and activity in the West typifies that in other regions of the Nation. We are asking for supportive Federal legislation, but we are also trying to help ourselves.

In California we have written and widely distributed a position paper, "Apparent Hunger in California Schools," urging support for universal food service and nutrition education. The 1971 master plan for public health in California also supports free lunches for all children and comprehensive nutrition education. The State Department of Education has recently appointed a task force with responsibility for extending the national school lunch program to all schools in our State. During this week and next, 100 school food service leaders from the Western States are attending a USDA sponsored Nutrition Education Seminar at Utah State University. The State of Alaska has its own bill for universal food service and nutrition education before its legislature at the present time.

The need is clearly recognized. The course of action is defined and agreed upon. The only remaining question is one of national priority and personal commitment. Do we really want to end hunger and malnutrition? Are we willing to take the action and support the programs to provide for these urgent health and educational needs of children? We believe these are items of highest national priority.

On behalf of the California School Food Service Association and the western region, I respectfully solicit your support for this legislation. I wish to thank you for this opportunity to testify before this committee.

Thank you.

Mr. PUCINSKI. Thank you very much, Mrs. White. Miss Martin.

Miss MARTIN. Mr. Chairman and members of the committee, my name is Josephine Martin. I am administrator of the Georgia school food service program. I appear here today in support of H.R. 5291. I wish to thank you for your leadership in securing passage of the amendments to the National School Lunch Act and the Child Nutrition Act. These amendments—Public Law 91–248—have made possible the expansion of the program to reach millions of additional economically needy children through child nutrition programs. Their full implementation will provide the transition necessary to a universal school lunch and nutrition education program.

I wish to thank this committee and also to commend you for introducing H.R. 5291. The experiences of 1970–71 have vividly demonstrated that the only way to meet school day nutrition needs of all children is through a universal school lunch and nutrition education program. More and more school administrators, teachers, and parents are coming to an awareness that lunches are a right of children; that school lunches are needed by all children; that nutrition education is equally as important as education in other subject matter areas if children are to learn the valuable lessons in making wise food choices that will in reality determine to a great extent the quality of their lives.

A longtime advocate of a universal school lunch program, can you imagine the excitement I experienced a few days ago when Sam Morris, superintendent of Meriwether County Schools, Georgia, said:

> The way to improve the school lunch program is to make it available to children, just as we make library books available. Wouldn't it be ridiculous to charge children a fee for using library books? It is equally as ridiculous to expect them to pay for their lunches.

And the same administrator stated:

> Schools must be relieved of some of the paperwork necessary to identify and provide lunches to economically needy children.

Local systems have limited central office staff; in many instances the principal must be responsible for collection of moneys and reporting as well as determining eligibility of children for lunches. Often all this is done with no secretarial help. The Georgia school administrators have done a fantastic job in serving children, 83 percent of all of the children in Georgia had lunch at school in May and approximately 34 percent of those were free or reduced.

H.R. 5291 would provide the kind of help needed by Superintendent Sam Morris of Meriwether County as it would make lunches available as library books are made available. A very important section of that bill provides funds to States for local costs of supervision. If we are to achieve the goals of meeting school nutrition needs of children, school districts must have professionally qualified persons to direct and coordinate school food service. It is not possible for school lunch to an "add-on task" and to achieve "universal school lunch and nutrition education."

I was equally as excited to hear Dr. R. L. Johns, University of Florida, reiterate his position last week during a meeting of school food service people in the Southern States. Dr. Johns has advocated for 25 years that school lunch services should be provided on the same basis as other educational services. The concept of universal school lunch is not new. Nearly 25 years ago, the late Mrs. Agnes E. Meyer of the Washington Post stated:

> What we must aim at is a gradual evolution toward a free hot midday meal for every child—it should be provided in the same spirit in which we now provide each child with free textbooks.

Mrs. Meyer further stated:

> The present program, which reaches only a limited number of our children, will prove its inadequacy and its injustice to those who are now excluded.

Although the idea of a universal school lunch program has been promulgated for many years by visionary leaders such as Dr. Johns and Mrs. Meyer, perhaps only now is the time right to implement a

universal program. Perhaps it was necessary for the country to experience the Korean war, Vietnam, the advent of space exploration, the population explosion, the technological revolution, the fear of a food abundance becoming a food shortage, the shock of facts about malnutrition in developing countries, the war on poverty which led to nutrition studies that produced startling statistics about the nutritional status of people in America, and research that reflects a relationship—probably greater than ever suspected—between food intake and physical and mental health.

Perhaps we had to experience some of "the great society" programs, such a title I of the ESEA which provided large amounts of funds for disadvantaged children, and many of these dollars were spent for free school lunch. School administrators for the first time had dollars for free lunches and they could see the results of free meals—attendance increased, holding power improved, absenteeism and tardiness declined, academic achievement improved.

And then, the findings of nutrition and food studies became available that revealed nutrition problems among all levels of society. The studies revealed that poor nutrition was not only related to low income, but also to food habits and food education. The first really startling facts were revealed when the USDA issued the 1965 Household Food Consumption Report. That report revealed (1) that more people were less adequately nourished in 1965 than 1955; (2) that people from the lower socioeconomic groups made better use of their food dollar than people from higher income brackets; (3) that middle-income people spent more of their food dollar for food and beverage items that contributed little more than calories to their nutritional needs.

The findings of several of the panels of the 1969 White House Conference on Food, Nutrition, and Health reflected only a cursory approach to teaching nutrition in public schools, as well as professional schools of education, medicine, social welfare, et cetera. On the basis of the White House Conference findings, recommendations were made to strengthen nutrition education at all levels of concern. Public Law 91–248, the amendments to the National School Lunch Act and Child Nutrition Act, did provide for nutrition education, but in a limited way. The recently released report of the 10-State nutrition survey in the United States, 1968–1970, reflected nutritional inadequacies among the people below and above the poverty level. There was no specific relationship between dietary inadequacy and socioeconomic groups except for dietary iron intake.

In a land that has an abundance of food, it is really startling that the education of its people has been neglected in the area of nutrition. As our country becomes more urban than rural, and more of its citizens depend upon the market for their food supply, and as our food technology becomes more sophisticated and more engineered foods appears on the shelves, nutrition education, the art of teaching people to make wise food choices, becomes critical. When sputnik was launched, we witnessed a nationwide crash program in the sciences. Why shouldn't we experience a similar crash program in nutrition now?

The Nation's most valuable resource is its children: the children's most basic need is food: education is the key that will unlock the door of opportunity to children. The school serves a vital role in meeting the child's food needs, and his education needs. A universal school lunch would provide the food he needs during the school day: food at school also facilitates the school program. Having lunch at school often reduces the length of the school day, reduces traffic and transportation hazards of children leaving campus during lunch, provides social opportunities for children during the day. Dr. Bruno Bettelheim, noted University of Chicago psychologist stated, "That how one is being fed, and how one eats, has a larger impact on the personality than any other human experience." Yes, school lunch is important. Providing an equal opportunity for all children to have lunch and nutrition education at school is important.

The National School Lunch Act and Child Nutrition Act as amended by Public Law 91–248 provide the framework necessary for the transitional period into a universal program. If we set our goal for a universal program by 1976, aggressive steps must be taken now to see that existing legislation is fully funded, and fully implemented. Some amendments are needed to expedite the implementation and also to assist with the transition to a universal program.

A universal school lunch and nutrition education program is necessary (1) to provide schoolday nutrition and nutrition education needs of pupils, (2) to facilitate the educational progress and (3) to simplify the logistics of program administration and operation.

Thank you for the opportunity to appear before this committee in support of a universal school lunch and nutrition education program The late and beloved Senator Richard B. Russell was often quoted as saying that the most valuable piece of legislation which he had sponsored was the National School Lunch Act of 1946. Twenty-five years from now, congressional leaders will be uttering a similar remark about the universal program—a program that reaches all the children, the Nation's most valuable resources, must be a good investment.

Thank you, sir.

Mr. PUCINSKI. Thank you very much, Miss Martin. Mr. Stalker, I have read your entire statement here and, if you don't mind, we are going to put your statement in the record at this point.

(The statement referred to follows:)

STATEMENT OF JOHN C. STALKER, DIRECTOR, MASSACHUSETTS DEPARTMENT OF EDUCATION, BUREAU OF NUTRITION EDUCATION AND SCHOOL FOOD SERVICES

Mr. Chairman and members of the Committee: I am John C. Stalker, director of the Bureau of Nutrition Education and School Food Services, in the Massachusetts Department of Education. I appear here today as a representative of the Department of Education in support of H.R. 5291.

Other persons today, more qualified than I, have testified as to the importance of nutrition in the physical and mental well-being of our youth—and of the detrimental effects of *hunger* and *malnutrition* in the classroom in preventing children from reaching their full educational potential.

Massachusetts is cognizant of the fact that *hunger* and *malnutrition* are not strangers to many of its young citizens. In 1969, a special commission was established to investigate their occurrence in the Commonwealth. Public hearings were held in ten areas of the State over a 6-month period. I was a member of this commission and our child nutrition programs were included in the study. In March of 1970, the commission reported:

"Analysis of the testimony presented to the Commission leads to the unavoidable conclusion that the child nutrition programs which are presently operative in Massachusetts have failed effectively to reach the most needy children in the State."

Massachusetts was forced to acknowledge, as were many other States, that those who had greatest need for the nutritious meals provided by our programs were those who were most apt to be missing from the table.

Massachusetts also recognizes that *hunger* and *malnutrition* are not limited to the economically deprived. Obesity and dental caries are forms of *malnutrition*. Twenty percent of the population in this country is overweight; 98 percent, has dental caries. Noted Harvard nutritionists, including Dr. Jean Mayer who is here today, report that "in some segments of the population obesity has reached epidemic proportions." Dr. Abraham Nizel of Tufts School of Dental Medicine says that "dental decay is rampant in Massachusetts."

Attending school without breakfast, and omitting lunch at noon, are forms of *hunger*—and these are problems of the rich as well as the poor. In October of 1969, my bureau conducted a nutrition survey of 80,000 public school children. (A summary brochure has been presented to each member of this committee.) This survey included grades 1 through 12, boys and girls, and schools with and without school lunch programs. Thirty percent of the schools were located in areas with high needy enrollment. Because of the numbers surveyed, and the selection methods, results can be projected to all Massachusetts public schools.

Thirteen percent, or over 139,000 children, had no breakfast; an additional 24 percent, or 257,000 children, ate an inadequate meal. In other words, almost 400,000 boys and girls came to school "hungry" on the survey day. How could they perform efficiently in the classroom when they may have been without food for 14 to 16 hours?

Only 53 percent of the children surveyed ate a good or satisfactory lunch that day; 41 percent ate a poor meal; and 6 percent had no lunch at all. In other words, almost half of the children in Massachusetts ate an inadequate noon meal on the survey day.

One very important fact was shown by our survey. It gives impetus to our argument for a universal free lunch program. *Almost three-fourths of the children buying the type A meal in school ate an adequate lunch that day; whereas, nearly two-thirds of the children eating lunch in any other way (going home, bringing lunch from home, buying a la carte items in school, or eating in a neighborhood store) had an unsatisfactory meal on the survey day.*

The Governor and the General Court of Massachusetts took note of these findings. They recognized the value of our child nutrition programs and the need for nutrition education. They believed that *all* children in the Commonwealth should have the opportunity to participate—not just *some* of the children. They perceived that permissive legislation was not the solution. In 25 years, with permissive legislation, Massachusetts was reaching less than one-half of its children with the child nutrition programs, and less than one-fourth of its known needy children.

In September of 1970, the Governor and General Court of Massachusetts enacted chapter 871 of the acts of 1970—a most progressive piece of legislation, and the first of its kind in the Nation. (A copy of this Act has been presented to each of you.)

Chapter 871 makes the child nutrition programs operate as you gentlemen intended. By 1973, Massachusetts can say that every child in the State does have the opportunity to participate, and that every needy child will receive not only a free lunch, but also a free breakfast. No longer will the serving of a nutritious noon meal be left to the whim of the local school boards. No longer will there be 351 varying determinations for eligibility for free meals. In addition, nutrition education will be expanded so that every child will have the knowledge of what he should eat and, hopefully, the motivation to select the right foods.

However, of greatest interest to this committee today, Massachuetts already supports, legislatively, H.R. 5291—the universal free food service and nurition education program for children. Section 11 of our chapter 871 mandates that contingent on the Federal Government providing not less than 60 percent of the national average cost of serving a free lunch to children, the Commonwealth agrees to provide from State and local funds 40 percent of the cost.

In other words, gentlemen, for every 60 cents that you provide to serve a universal free lunch, Massachusetts agrees to provide 40 cents.

We realize that H.R. 5291 allows for a higher proportion of Federal funding and recognize that this may be necessary for acceptance by other States. We know, though, that whatever formula you do establish, Massachusetts will receive the same treatment as other States—that its citizens will not suffer taxwise because they were willing to share a greater burden of the cost.

Massachusetts believes that to reach all of the needy children, without identifying them, is an almost insurmountable task. How can we decide that the children from a family of four, with an income of $4,182 per year should receive free meals; but a family of the same size with an income of $4,185 (just three dollars more), can afford to pay for the meals? How do we reach the many children from families whose parents are too proud to sign an application? How do we satisfactorily include children who need help temporarily because of unemployment, sickness, or other emergencies The only answer to these questions can be—a universal free lunch for all children.

True, at first thought, this may appear to be a funding nightmare. However, with closer study of all Federal funding for child nutrition programs, both cash and commodities, the total figure is already sizable. Based on the 1970 congressional intent to pay 100 percent of the cost for free and reduced priced meals, and the February 1971 USDA report, you are already paying 100 percent of the cost for 28 percent of the type A meals served in the country. With an additional 6 cents on the remaining 72 percent, and 8 cents in commodities on all meals, federal funding for providing the cost of type A meals is presently approaching the 45- to 50-percent range.

The change to a completely free meal for all could be gradual. Our chapter 871 in Massachusetts sets a transitional formula for the State and local communities to lessen the immediate financial needs. The 40-percent State and local funds would include children's payments in the first year that Federal funds are available. Each year, thereafter, the selling price of lunches to children would be reduced annually by 5 cents until lunches were availabe completely free to children. In our State, this would take 6 years. The total cost to local communities would also be lessened through administrative savings such as bookkeeping, collection of moneys, and the like.

When you are calculating the cost of a universal free food service and nutrition education program for children, you must include the role that health plays in the Nation's economy. No one has the actual statistics to compare the productivity of a well-nourished man to a malnourished man. No one has the actual medical costs to treat the effects of malnutrition, but some estimate it is far greater than preventing the malnutrition initially. At a recent nutrition seminar, Dr. George M. Briggs of the University of California, said that he believes the overall cost of malnutrition and hunger to the American public amounts to $30 to $40 billion a year. He believes that we have to give a lot more effort, time, and money in order to provide good nutrition for our children and that this should be done.

The universal free food service and nutrition education program is one way to give our children good nutrition. Massachusetts hopes that this very important committee will seriously consider the welfare of all of its young citizens and recommend the enactment of H.R. 5291.

I wish to thank you, Mr. Chairman, and the members of the committee, and express my appreciation for having the opportunity to testify in support of this legislation.

Mr. PUCINSKI. On page 2, you state that 13 percent of more than 139,000 children had no breakfast. Was any effort made to ascertain why 13 percent had no breakfast? I was disturbed by the statement made by Mr. Veysey that here was a case of a mother who apparently didn't feel like getting up in the morning and so she found it very convenient to send her children to the breakfast program at school, but has there been any study made of that?

Mr. STALKER. Yes; in some individual schools where this study was made we looked into it further, depending on the neighborhoods in which we found these conditions. As we pointed out, this study was statewide and was made in well-to-do communities as well as poor. But of course, some of the same instances that he pointed out were true in

more wealthy communities. and it was not always a question of them getting up late.

Lack of parental requirement that they eat a breakfast was also prevalent, but in the urban areas, we found that economic conditions was often the cause.

Mr. PUCINSKI. Of course, we could also argue very effectively that just because the mother doesn't feel a sense of responsibility, the child should not be punished for it and perhaps this program might be even more valuable to that youngster than one who normally would have environment where they would encourage to eat breakfast. You also say on page 3 that in your findings three-fourths of the children buying type A meals at school eat adequate lunch where nearly two-thirds of the children eating lunch in any other way have an unsatisfactory meal. One of the problems I have with this whole concept is what constitutes an unsatisfactory meal. I have a 14-year-old son who I think someday is going to turn into a hamburger because he eats hamburger for breakfast, lunch, and dinner and no matter how much my wife tries to alter his eating habits and no matter how attractive she may try to make other meals, and no matter how much the cereal people spend on advertising and making their cereals attractive, my son, like most the other young people, is hung up on hamburgers.

Now, our family physician says, "Well, if he will eat them, don't stop him." What really constitutes an unsatisfactory meal? I am disturbed about youngsters who go to the corner restaurant around the school where they get a coke and smoke in these modern days a lot more, I guess, but that does not necessarily mean that they are not getting a satisfactory meal when they buy a hotdog or hamburger and some potato chips. What criteria do we use to ascertain what these youngsters who are getting a meal on the fly are really getting an unsatisfactory meal?

Mr. STALKER. In this case the judgments were based on the type A pattern. We said that only 75 percent of the children having a type A lunch ate an adequate meal. You might ask why didn't all have a satisfactory lunch? In the reporting, they could not include foods left on the plate from the type A lunch, and that is why we found only 75 percent. Those that had unsatisfactory lunch were those that discarded some of the required foods and didn't have, for example, any fruits or vegetables in that meal.

Mr. PUCINSKI. When you make a survey like this, do we measure the food that goes at the counter or do we measure the food actually consumed on the table?

Mr. STALKER. This survey was on the basis of the food actually consumed and that is why you won't have a hundred percent. If you were measuring it from the food that goes on the counter according to type A lunch, every one that would take it would have a satisfactory meal.

Mr. PUCINSKI. I wonder if I may impose on your panel for another 6 or 7 minutes?

As you see those lights back there, I have delayed as long as I could but I have to run and answer the rollcall on the floor and I will be right back. And I will also try to bring back some of my members with me. If you will relax for a moment, I will be right back.

(A short recess was taken.)

Mr. PUCINSKI. When we were interrupted by the quorum call, Mr. Stalker, we were talking about the qualifications that you set up for ascertaining whether or not a meal is unsatisfactory. What are those qualifications? How is that done?

Mr. STALKER. This was a 24-hour recall. The children recorded what they ate, working backwards from lunch to breakfast and to the dinner meal. A more complete report is printed in the American School Service Journal, but the survey was based on actual consumption of food by the students in this 24-hour period and this is the result of it.

It clearly indicated that those who had the type A lunch fared better than those who did not. But, of course, when you ask about inadequacy, it is those that did not have required exponents which would have included fruits and/or vegetables, milk, bread, and protein content.

If they had one vegetable or fruit included, it was considered satisfactory.

Mr. PUCINSKI. When you say on page 3 of your statement that 24 percent or 257,000 children ate an inadequate meal and then by combining that with the number of youngsters who had no breakfast, you conclude that 400,000 boys and girls came to school "hungrily". I wonder if we don't do a disservice to our efforts to get this program through by using that kind of a description? These youngsters might have been inadequately fed but, to me, the word "hungrily" means only one thing, a person who is in need of food, and you know this is what gets us into trouble with this legislation. I hear some of the members of the other body saying that millions of American children are hungry. Well, I am not too sure that is true that they are actually hungry. They may be underfed or poorly fed or inadequately fed or their diets may be low in nutritional value, but do we really mean within the commonly accepted definition by Webster that these children were literally hungry?

Mr. STALKER. I think we only meant that in the study of 139,000 that came without a breakfast in the morning. We point out that they did have in the noon meal an unsatisfactory meal but those children that without breakfast would have been without any food for 14 to 16 hours and I think you would consider that group would have been hungry until lunch time.

Mr. PUCINSKI. I think that is a fair statement. I think you are absolutely right. If we talk about children who have no breakfast, I think you are probably correct in stating that 139,000 children came to school hungry, and mind you, I am for this legislation, but I want a record that is going to be able to help us convince the Congress of the needs of this legislation without relying on statistics that can be severely challenged and so I think we will have to correct.

We don't mean 400,000 boys and girls came to school hungry on the survey day. What we mean is 139,000 children came to school hungry——

Mr. STALKER. Correct.

Mr. PUCINSKI. And the remainder came to school inadequately fed. Now, of course, you say that only 53 percent of the children surveyed ate a good or satisfactory lunch that day. Forty-one percent ate a poor meal and 6 percent had no lunch at all. In other words, almost half of the children in Massachusetts ate an inadequate noon meal on a survey

day. Have any studies been made, Mr. Stalker, to try to show what is the kind of stamina and attitude of a youngster for the remainder of the day?

I must confess to you that I eat a very light lunch because if I eat a heavy lunch, I become very sleepy in the afternoon when I can least afford it when there is a tremendous amount of work around here, and so I am wondering if there is any correlation between what you have put together to show whether or not the fact that a youngster does not eat an adequate lunch impedes his learning ability the rest of the day?

Miss MARTIN. I would pass on school administration after title I service was provided for economically needy children. These superintendents county after county have indicated to us that children did produce at a higher level throughout the day and teachers have said that prior to the free school lunch program that the children just really went to sleep after lunch. Those that had had breakfast in the morning gave out after lunch. But now that they have title I program, the free school lunch program, that the children were able to produce. We do not have any studies on this but these are comments that have been made by school officials in the State.

Mr. PUCINSKI. Do you want to add to that, Mr. Stalker?

Mr. STALKER. That was what I was going to say. There are no specific studies you can get of that type except from observations of the educators. The only other way would be through blood tests and the like and those are not possible. But certainly it is indicated by the comments of teachers as to the performance of children.

Mr. PUCINSKI. Miss Fischer, I have your statement. We will let it go into the record in its entirety at this point.

(Statement referred to follows:)

STATEMENT OF MISS FRANCES E. FISCHER, ASSISTANT PROFESSOR OF NUTRITION, CASE WESTERN RESERVE UNIVERSITY, CLEVELAND, OHIO

Mr. Chairman. I am Frances E. Fischer, and I am an assistant professor of nutrition at Case Western Reserve University in Cleveland, Ohio. I am also the immediate past-president of the American Dietetic Association and the current chairman of its Committee on Legislation and Public Policy. My testimony today is on behalf of the Association.

First of all, I want to express the appreciation of our association for this opportunity to present its views. The American Dietetic Association has a membership of approximately 23,000 dietitians and nutritionists who have as their objectives the improvement of nutrition of human beings and the advancement of the science of dietetics and nutrition, as well as education in these and allied areas.

With your permission, I would like to submit for the record a policy statement adopted by our association entitled "Promoting Optimal Nutritional Health of the Population of the United States," attachment A, and pertinent recommendations of the White House Conference on Food, Nutrition, and Health on Nutrition Education as attachment B.

Three of the recommendations in this policy statement seem particularly pertinent to the legislation before this committee today:

I. Nutritionally adequate food should be available for all individuals and families.

II. Nutrition service under the supervision of qualified nutrition personnel should be a component of all health and health related programs and should be designed to reach the total population with priority to such nutritionally vulnerable groups as infants, children and youth in the growing years, women in the child-bearing years, and the older age population.

III. Nutrition education should be available to all individuals and families and, in schools, should be a basic curriculum requirement. School feeding programs in which there is continued application of current nutrition knowledge and coordination with nutrition education in the classroom should be available to all children.

In 1969, I was privileged to present testimony on the legislation that was enacted to guarantee a lunch to needy children at a free or reduced price. Our Association is convinced that at least one meal that supplies at least one-third of a child's daily nutritional requirements should be furnished *every* school child. Thus, we fully support this objective of H.R. 5291.

President Nixon stated in his message to Congress on May 6, 1969:

> "Millions of Americans are simply too poor to feed their families properly. For them, there must be first sufficient food income. But this alone would only begin to address the problem for what matters finally is what people buy with the money they have. *People must be educated in the choosing of proper foods. All of us, poor and non-poor alike, must be reminded that a proper diet is a basic determinant of good health.*"

This association is in full agreement with this statement and with the emphasis on nutrition education in section 11(a) of H.R. 5291. We recommend, however, that it be specified that all nutrition education programs have a component which emphasizes applied nutrition related to the meals served at school. We believe that it is important that this meal be used as a tool to teach the development of desirable food habits by helping the child to recognize the contribution that this meal makes to the maintenance of his health. For example, this meal is planned to meet one-third of his daily nutritional requirement. It is important, therefore, that he learn about food values as they apply to this meal. It is important that every effort is made to help him and his family learn what their additional nutritional needs are. This meal and the pattern used in planning it can thus become the core for dynamic lessons in applied nutrition. As far back as 1932, Dr. Mary Swartz Rose said, "Every child has a right to nutrition knowledge which will enable him to conserve his own health and eventually that of his children." [1]

Because we are aware of the need for preparation to teach nutrition in the schools, we are pleased under section 11(a) that the training of school food service personnel and the training of teachers to conduct courses in child nutrition are included as part of "the basic elements of a nutrition education program."

To be effective, the teacher must have some education in the subject of nutrition as well as in methods of teaching. We strongly urge that funds be earmarked to promote the incorporation of appropriate nutrition courses in the curricula for teachers preparing to teach grades K through 12 as well as to provide opportunities for continuing education in this subject.

With respect to section 17 and the local costs of supervision, we recommend that the supervision of local program operations (both the meal service itself and the related nutrition education programs) be under the guidance of a qualified dietitian employed by the administrative body.

In accordance with the report of Panel I–I of the White House Conference on Food, Nutrition, and Health, concerning a continuing monitoring system of dietary and nutritional evaluation in which it is recommended that "We should strive to evaluate and reevaluate nutritional status of samples of Americans to measure effectiveness of programs being applied to improve nutritional status," we recommend that there be a system established for the monitoring and evaluating, at regular intervals, the nutritional status of children participating in the "Universal Food Service and Nutrition Education Program." The findings of such a system should be the basis for recommending and implementing changes in both the food service and related nutrition education programs.

We also recommend that there be established in each state an advisory council on community nutrition programs with responsibilities parallel to those outlined for the National Advisory Council on Program Administration, such State council to report to the national council on an annual basis and to State administrative bodies as appropriate.

Finally, we recommend that there be established state and local advisory councils on child nutrition. A program of the magnitude of that which would be established with the passage of H.R. 5291 can succeed only with local involvement and cooperation. Local councils relating to a state council should help to relieve the

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[1] M. S. Rose. Teachers College Record *33*, 391, 1932.

lack of uniformity in the administration of school food service from community to community. Local and State councils could also be of assistance in adapting programs to meet particular nutritional, economic, ethnic, and cultural needs.

Again, I wish to thank the committee for this opportunity to testify on this important legislation and would be happy to answer any questions at this time.

ATTACHMENT A

[Reprinted from Journal of the American Dietetic Association, Vol. 55, No. 5, November 1969]

PROMOTING OPTIMAL NUTRITIONAL HEALTH OF THE POPULATION OF THE UNITED STATES

POLICY STATEMENT OF THE AMERICAN DIETETIC ASSOCIATION

TO FULFILL the objectives of the The American Dietetic Association as stated in its *Constitution*, i.e., "To improve the nutrition of human beings; to advance the science of dietetics and nutrition; and to improve education in these and allied areas." The American Dietetic Association recommends that:

I. Nutritionally adequate food should be available for all individuals and families.

II. Nutrition service under the supervision of qualified nutrition personnel should be a component of *all* health and health related programs and should be designed to reach the total population with priority to such nutritionally vulnerable groups as infants, children and youth in the growing years, women in the child-bearing years, and the older age population.

III. Nutrition education should be available to all individuals and families and, in schools, should be a basic curriculum requirement. School feeding programs in which there is continued application of current nutrition knowledge and coordination with nutrition education in the classroom should be available to all children.

IV. Recruitment and training of professional and supportive nutrition personnel should be accelerated and expanded to fulfill the present and projected needs for manpower to provide the services needed to attain and maintain optimal nutritional health of the population.

V. To assist the states and their communities in improving the health of their residents through nutrition, the Federal government should:
   (a) Develop and promulgate national nutrition policies;
   (b) Recognize the importance of nutrition to health by establishing an organizational unit with responsibility for a comprehensive coordinated nutrition program in all federal agencies administering health services;
   (c) Establish at policy-making levels, authority which applies to all departments concerned with developing and implementing a coordinated nutrition program;
   (d) Provide financial assistance for nutrition surveillance surveys, applied nutrition research and demonstrations, grants-in-aid to support public health nutrition programs, and consumer protection activities; and
   (e) Establish a uniform system for nation-wide reporting of morbidity and mortality of malnutrition which will provide statistics on the magnitude and location of primary, secondary, and tertiary malnutrition.

VI. There be a White House Conference on Nutrition and that nutrition be represented in all White House Conferences with implications for nutritional health.

VII. Participation of the food industry should be solicited in promoting optimal nutritional health of the population.

ATTACHMENT B

RECOMMENDATIONS 45 AND 46 OF PANEL V–4 OF THE WHITE HOUSE CONFERENCE ON FOOD, NUTRITION AND HEALTH NUTRITION EDUCATION NEED

Frequently there is a delay or lack of application of nutrition knowledge to feeding practices. Since nutrition education and school feeding are directly related to health and education, school feeding should reflect the application of current nutrition knowledge to promote optimal health.

We recommend:

(45) Integrate nutrition subject matter into the school curriculum.

The school feeding practices should be an application of the principles of nutrition as taught in the curriculum.

Make available basic preparation and continued education in nutrition subject matter to teachers and school administrators.

(46) Restrict practices which are contradictory to promoting nutritional health in school feeding systems.

Effective implementation is requested to:

Establish Federal guidelines and funding to promote nutrition education in elementary aid secondary schools by calendar year 1971.

Establish a system of providing a choice of foods to meet individual calorie differences based on sex, age, and activity by calendar year 1971.

Establish at Federal, State, and local levels, nutrition education committees or councils consisting of a representation of health personnel, school administrators, educators, parents, nutritionists, behavioral scientists, food service management, legislators, and food industry by calendar year 1971 to:

(a) Implement nutrition education in the curriculum and ensure the application of nutrition knowledge to the service of nutritionally adequate meals as an educational and preventive health measure.

(b) Recommend and implement changes indicated by new nutrition, health and education information.

(c) Explore use of volunteers and aides in dining facilities.

(d) Monitor and evaluate the program.

(e) Require nutrition subject matter as an integral part of health education in teacher training institutions, 1973.

(f) Establish a mechanism to provide nutrition consultation at the State and local level to school systems lacking professional nutrition personnel, 1971.

Mr. PUCINSKI. I would like to ask you a question or two and I would like to ask the whole panel a question. The American Dietetic Association with 23,000 dieticians and nutritionists as members is concerned obviously with improving the nutrition of human beings. I was wondering, in your statement, we talk about nutritional values and I presume that would be the thing that you are best qualified to discuss as a nutritionist. But what about the other problems involved in trying to run a school lunch room or school cafeteria that apparently not too much attention is being paid to.

For instance, one of the things that distresses me is that when I walk through the average school cafeteria, there is bedlam and I am just wondering why can't a school lunch room be something a little more attractive and a little more graceful?

What is the problem? Are we too hung up on nutritional discussions and don't we pay enough attention to creating an atmosphere? What is the problem?

Miss FISCHER. I don't think we are too hung up on nutritional aspects. I think this is part of the whole aspect of school feeding. There is the gracious side of feeding. There is nutritional side of feeding. There is feeding children so they can make best use of educational opportunities. All of these things have to be considered. The statement of the American Dietetic Association is that nutrition services supervised by qualified nutrition personnel should be part of all health and health related programs and I think close supervision of qualified people who see this total thing as you do, as you are stating it, would try to curtail the bedlam and to have an adequate nutritious lunch in gracious surroundings. I think this is all part of the total picture.

Mr. PUCINSKI. Has your organization made any estimate on what it would cost to have a universal nutritional program, including lunch and breakfast, for every child in the country? There are 47 mil-

lion attending public schools and I think the total population is about 55 million attending secondary and elementary schools. Has anyone made an estimate of what it would cost?

Miss FISCHER. I think our association has not but I have read other estimates of around $5 billion. That is one estimate that I have read. This is out of my area of competence but I think it is costly; yes.

Mr. PUCINSKI. Does anyone have any idea, though, what this would run?

Dr. PERRYMAN. I believe Mr. Bash has some figures to present on that.

Mr. PUCINSKI. All right. Let me just ask Miss Fischer another question here. You seem to take the position that the nutritional education or nutrition education for the youngsters in the family is as important or at least you incorporate it in your overall program. How do you propose to do that?

Miss FISCHER. I think it perhaps can be done in several ways. One way would be for the classroom teacher to have some background education in nutrition in her preparation or his preparation as they have in subject matter areas. Another way would be for a nutritionist, the person in charge of the school lunch program to be a consultant to the classroom teacher and to assist in nutrition education of the children.

I think perhaps another way would be for the State-county-city nutritionist or the nutritionist of the volunteer agency in the area to act as consultant or to come in and give some time in the nutrition education program in the schools. I think there are a variety of ways in which nutrition education can be approached and a way can be found to suit the various communities and the resources that are available.

Mr. PUCINSKI. Of course, you know we look at the total picture here and one of the complaints that teachers make to us and we just have completed some extensive hearings on educational needs of the 1970's and that is a very extensive testimony and impressive testimony, and teachers tell us that we are loading them down with so many extracurricular responsibilities that they really don't have time to do the job they are supposed to be doing and that is to develop verbal skills in young people, to communicate and absorb knowledge of an academic nature. What is your answer to that?

Miss FISCHER. First of all, I don't think nutrition education should be extracurricular. I think it should be part of the health cirriculum of the school.

The students could write about nutrition perhaps instead of writing about something else that maybe is not so relevant. In other words, it should not be extracurricular. It shold be interwoven with other activities which are certainly important too. I would certainly agree that writing and speaking and other things are very important and many times aren't done as well as we like either.

Mr. PUCINSKI. That is a problem we have on priorities. Mr. Wade Bash, we are going to include your entire statement in the record at this point including this chart.

(The statement referred to follows:)

STATEMENT BY WADE D. BASH, CHIEF, SCHOOL FOOD SERVICE PROGRAM, OHIO DEPARTMENT OF EDUCATION

Mr. Chairman and members of the committee, I am Wade D. Bash, chief, school food service program, Ohio Department of Education, Columbus, Ohio. I appear here today before you as a member of the legislative Committee of the American School Food Service Association in support of H.R. 5291.

On behalf of the children and youth of Ohio and the Nation, I count it a professional privilege to appear before your committee to represent them and speak about their needs.

After a quarter of a century as director of the food service program in Ohio schools and on the 25th anniversary of the National School Lunch Act, I would like to share the challenge I have had of helping to fulfill the food and nutrition needs of children and youth. This has been a thrilling experience. Many school administrators—especially those who have been knowledgeable of the benefits—have said repeatedly to me that the school food service program has been one of the finest Federal aid-to-education programs we have ever had. At this point in time, I would like to challenge you to grasp this rare opportunity to improve the nutrition, health and educational needs of children and youth by making a lunch available on a universal basis without charge to all students in the United States.

The primary significance of your decision will be of great magnitude. It will influence the wellbeing of our future generations in America. In education, nutrition must come first. It is a well known scientific fact that food is to health what reading is to education. Dr. Frederick Stare of the Harvard School of Public Health has declared that the food one eats daily is the single most important factor in one's environment which determines how he thinks, looks, acts, and feels.

Dr. John W. Porter, superintendent of public instruction for the State of Michigan, made the following statements in his April 30, 1971, address at the Michigan School Food Service Association's annual meeting in Grand Rapids:

> "It is paradoxical that this nation today—a nation with a Gross National Product of more than one trillion dollars—must also admit to having 20 million Americans who are considered malnourished."
>
> "If the educational system is to achieve optimum accomplishments, regardless of the socio-economic level of the families or students in the school community, the children and youth must be healthy and properly nourished."

If the elimination of hunger is a public responsibility then comprehensive school food services must become an integral part of the total education program.

For many years emphasis has been placed upon educating the "whole" child. If a child is hungry he is not a "whole" child. Education is not an end in and of itself, it is a means to some ends, but just having three square meals a day is indeed an end in and of itself for many families.

An increasing number of mothers are working—estimated to be approximately 48 percent. They have less time and energy to prepare adequate and proper food in the limited time they are at home. A significant revelation of this change in our culture is that the national family dietary study conducted by the USDA in 1965 revealed that the national diet deteriorated 10 percent between 1955 and 1965.

Our present law and regulations make a welfare program out of school food service. A means test is required to establish elegibility of needy families for their children to receive a free lunch. Many such children are then too embarrassed to accept the free lunch and consequently do not eat, or they bring a poor lunch from home or buy an inadequate lunch. The greatest roadblock of all is that of eliminating identification and preventing discrimination against needy children. There is no fool-proof method known which in practice will eliminate identification of needy children. A lunch without charge for all children in all schools is the only practical and educationally sound way to solve these perplexing problems and remove the stigma of accepting a free lunch.

Dr. S. S. Van Iden of the Garfield Heights School system, a suburb of Cleveland, has done extensive research over many years in using the Wetzel Grid to show the relationship between physical development of children and their school achievement. He has found a high correlation. Even in an affluent community more often than not, underachievement in learning has been accompanied by less than normal physical development. Dr. Van Iden has then found that *undernutrition* has been a leading, contributing factor in both abnormal physical development and underachievement in school work.

This leads many people to conclude that if free transportation is justified to haul children to school; if free text books are necessary to expedite the learning process; and if paid teachers are essential to supplement children's learning ability; then, surely every child taken as early as 7:00 a.m. from his home and not returned until 4:30 p.m. or later under compulsory attendance laws should be provided with a noontime lunch without charge to meet his physical and nutritional needs.

Many concerned administrators and interested teachers often express the opinion that when all children in their schools have an adequate breakfast and/or lunch, the following benefits are immediately noticeable:

Improved attitude; less absenteeism; reduction in tardiness; less stealing and vandalism on school property; improved attention span and alertness; improvement in general conduct; noticeable change in school achievement.

The following brief summary will reveal the current status of School Food Service in Ohio. Based upon various composite groupings of food service activities, Ohio ranks 5th in size in the Nation with respect to participation in the five Federal programs:

As of June 15, 1970: 4,243 schools in the State; 988 schools did not participate in NSLP; 592 schools were without facilities; 557 schools have since been approved; 65 schools W/O facilities have been equipped.

The following account reveals the record of our achievement in reaching needy children with free lunches over the last two years:

Prior to February 1, 1969	5.2% lunches served free.
February 1, 1969, to February 1, 1970	7.2% lunches served free.
February 1, 1970, to June 15, 1970	9.3% lunches served free.
September 1, 1970, to March 1, 1971	14.1% lunches served free.

Ladies and Gentlemen, I would like to express in a graphic form my interpretation of the poverty cycle:

Poverty	Indifference
Hunger	Laziness
Malnutrition	Poverty continued to next generation
Retardation	

Many people have inherited retardation. Consequently, there is mounting evidence that the poverty cycle will not be broken until all children are adequately nourished for several generations and retardation is greatly diminished.

By the time this generation of children starting to school this fall graduates, nutrition education may be of priority value because of the affect the world population may have on the world food supply. This may conceivably have a significant affect on our U.S. food supply as well as that in underdeveloped countries. Knowledge of how to survive on the available food supply may be one of the most important kinds of knowledge people can possess. It is conceivable that supplying meals in quantity at school without charge to every child will be economically more feasible than serving a lesser number on the basis of a charge.

Since we are committed to a national philosophy of education for all, and knowing that our system of public education has been at the center of the success of our American way of life, I believe we must take the next step in making our educational program more effective and equal for all and provide a universal lunch without charge for all school children.

Mr. Chairman and members of this committee, I genuinely thank you for the privilege of expressing these views and convictions for your consideration.

ESTIMATES ON FUNDING UNIVERSAL SCHOOL FOOD SERVICE PROGRAM

	Fiscal year—					
	1972	1973	1974	1975	1976	1976, September.
Maximum charge to child	$0.25	$0.20	$0.15	$0.10	$0.05	0
Sec. 4 Federal funds to be State matched. 1971 represents ⅓ participation, increasing until 1975. Representing 3 times the present participation, which will then include all children	1	1½	2	2½	3	
Total, sec. 4 Federal funds (millions of dollars)	200	300	400	500	600	
State matching requirements based on 25 percent of the yearly appropriation for sec. 4 (millions of dollars)	50	75	100	125	150	
Total Federal appropriation figures (rounded and includes all areas of budget) (billions of dollars)	1	2	3	4	[1] 5	

[1] 50,000,000 children: 0.50 per lunch—180 days = $4,500,000,000—cost; 0.60 per lunch—180 days = $5,400,000,000—cost.

Mr. PUCINSKI. You have given us some very interesting statistics on page 5 on the status of school food services in Ohio. Would you be in a position to estimate what you think would be the cost of filling in the gaps that you need here? For instance, you show that 988 schools did not participate, 592 were without facilities. What do you suppose it would take to bring your state alone into a situation where every school would have a capability and facility for feeding youngsters?

Mr. BASH. We have something like 525 schools that yet do not have facilities and over half of them are found in five of our largest cities. We have been working with the superintendents and food service directors in the cities for some years.

The superintendents are all committed to food service but the hangup is that they just don't have local funds to institute a central kitchen of preparation to transport food out to those schools. There are about 300 of these schools in five large cities. There are another 225 scattered throughout the State and they will be found usually in the industrial areas.

Mr. PUCINSKI. Is the central kitchen approach in your judgment the best way of handling this or would it be better to just contract this out to private catering services in the community?

Mr. BASH. In answer to your question, it would be my judgment over the years that we might maintain a quality type of program through a central kitchen that would more adequately meet the needs of children and that they would accept. I think the quality of food service is something that we have to be ever mindful of because children and youth are pretty persnickety if we don't maintain quality they will accept.

Mr. PUCINSKI. Do you have an estimate of cost for this whole program nationwide?

Mr. BASH. In the chart on the back, there have been some estimates made and these are projections, of course. This was made on the basis of a deescalation in the charge made to children over a 5-year period and at the same time increasing the section 4 funds and also increasing the State matching and then down on the last line in somewhat round figures based upon about 50 million children, we come out with a total Federal cost of about $5 billion.

I think there are some other factors that need to be taken into account here. We never have a hundred percent in school. Probably somewhere between 7 and 10 percent are absent for one reason or another, so your average daily attendance is 90 to 93 percent of your enrollment. Then of the number who are present every day, I don't believe we are going to feed a hundred percent of them in most instances.

We will get variations in the answers but of those present, we may be feeding 85 percent, maybe 90 percent, but you see, there are two groups there that are going to have to be taken into account that you will not be feeding, either they are not in school or for one reason or another they are not going to be eating every day. So I think those are factors that we have to deal with as time goes on.

Mr. PUCINSKI. We are very pleased to have the granddaddy of the lunch program of America here and I say that affectionately because he is much too young to be a granddaddy in chronological age but I

know, no one in this country has done more and shown a deeper sensitivity to the problem of feeding children in this country than the distinguished chairman of our full committee.

As you recall, when we started these hearings, it was my hope that he would have led our hearings off by putting the whole program in the proper perspective. Mr. Perkins was tied up on another assignment and I am very pleased to have him here now. I wonder if the panel would mind yielding to the chairman, to give an opportunity to make his statement at this point and then we will continue with our discussion.

So, Mr. Chairman, we welcome you here; we were just talking about the most vexing problem of this whole subject as you walked in and that is the cost. Mr. Bash was just bringing us up-to-date on the estimates that he and his associates have made on what it would cost to feed 50 million children in a universal lunch program by 1976. Mr. Bash you said it would cost $5 billion, less the 10 percent and other 10 percent, so that would be $5 billion less approximately 20 percent, which I think would bring it somewhere in the vicinity of $4 billion fully funded, fully operational, is that correct?

Mr. BASH. I believe it is somewhere in that vicinity; 4 to 4½ would be a fair estimate at this time. I guess we would have to use our experience as we go along to verify it, because it is a projection that no one exactly knows. I think we have to be fair about that.

Mr. PUCINSKI. At that point I will ask the distinguished chairman of our committee, Mr. Perkins, if he would be able to make his statement now.

STATEMENT OF HON. CARL D. PERKINS, CHAIRMAN, EDUCATION AND LABOR COMMITTEE, REPRESENTATIVE FROM KENTUCKY

Chairman PERKINS. Mr. Chairman and members of the committee, first let me thank the distinguished chairman of the subcommittee for his flattering remarks of me. The gentleman from Illinois has given the committee such outstanding leadership that I would wager within a few weeks this bill will be reported to the full committee.

We are serious about this legislation, Mr. Chairman. I wholeheartedly endorse the universal school lunch bill, notwithstanding the cost. If the cost was to go $7 or $8 billion, we would be well justified in feeding 50 million or 52 or 53 million elementary and secondary children throughout America, of all classes. The middle class, the upper class, and the poorest of the poor all reap benefits from the program of this type.

And I think it is one program where we would not have any objections from the tax payers if we enacted a universal school lunch program. I really feel that way about it because of the great good that is going to flow from this program. I have what I feel is a statement here that would take me some little time to read, but I want to get permission to insert the entire statement in the record.

I will go over a couple or three pages on it. I am here primarily to thank the subcommittee and chairman for going into this subject matter and imparting to him how I feel about the subject matter. I know we are all busy today. We have scheduled now, and I doubt that the

subcommittee chairman knows anything about it, a conference on the school lunch bill, just passed yesterday, at 3:30 p.m. today, and we have another conference at 1 p.m. on the public service employment bill with the Senate, and then that is this second conference at 3:30 p.m. where you must be present, even though you may have to reconvene this subcommittee later on today somewhere along the line.

It is a great pleasure for me to be here and participate in these hearings. It is a great pleasure for me to also welcome Dr. Perryman and this outstanding panel on such an important subject matter. Dr. Perryman has for many years been a promoter on the expansion of school lunch programs which has meant so much, and our breakfast programs, which has meant so much to not only the needy but all of the youngsters in this country, and I know he wants to see us continue to go on with them and with the legislation before the committee today, Mr. Chairman, 5291, a bill to establish a universal food service and nutrition education program for children, we will continue to go forward.

First, to provide all children with adequate nutrition, that is one of the basic objectives of H.R. 5291, free of charge as part of the educational program on the same basic as most other school activities. No child is to be singled out or identified as different from his classmates in order to receive lunch at school. Another basic objective of H.R. 5291 is to provide funds and authority for conduct of the comprehensive program through state departments of education to teach all children as they learn and develop the principals of food nutrition.

This is one of our principal drawbacks in the past. All of the evidence we have from experts in nutrition and health points to one single conclusion. Ignorance is the fundamental basic cause of under nutrition. It is clear that an adequate level of income does not in itself guarantee an adequate level of nutrition.

And third, to strengthen the administration of food service programs for children by State and local governments. Over the past several years one Federal program after another has been thrust upon State and local governments to the point that they do not have the financial ability to administer them effectively. At this point I should like to sketch out briefly the background of events that led to the introduction of new legislative proposals to improve the child nutrition programs.

During May and June 1968, the House Committee on Education and Labor held extensive hearings on malnutrition and Federal food programs. The testimony of many individuals and organizations, including professionals in the field of nutrition and health, educators, specialists in child feeding programs, and organizations concerned with welfare of children pointed conclusively to the necessity of upgrading and improving nutrition programs for children. It was clear that millions of children who were most in need of better nutrition were not being reached by these programs.

At that time it was more or less an outgrowth of the poverty hearings which we conducted along with these hearings. Only recently has there been recognition of the relationship between food nutrition and a child's ability to learn.

Mr. Chairman, I will not take time to read this history. I just ask permission to put it all in the record. As I stated it doesn't matter if the cost is $4½ or $5½ or $7½ billion. In my way of thinking, this is

well justified. I recognize that this bill has many implications to a great variety and organizations and groups concerned with welfare of children. For this reason I trust that this committee will call upon the best advice and experience it can find in consideration of the merits and objectives of the legislative proposal.

Experts in the field of nutrition, education, health, and school administration and finance, food service men, child development and related fields, as well as representatives of effective organizations should be called upon to assist in framing the most effective legislation that can be passed to safeguard the nutrition and health of the Nation's greatest asset, our children.

As we look to the future, I sincerely hope that the day is in sight when we can say that every child has access to adequate food at school to meet his nutritional needs as well as access to knowledge of nutrition and its relationship to health. These are the two basic aims of the bill before you. Thank you very much, Mr. Chairman.

Mr. PUCINSKI. Thank you very much, Mr. Perkins. We appreciate your statement. I am somewhat pleased that the estimate of the cost of this program is substantially lower than we had been led to believe earlier and it does make a substantial difference.

While I wish the distinguished chairman from Kentucky many, many years of health and happiness, I am convinced, after watching him battle here on the Hill for the hungry kids of this country, including the conference that he spoke of this afternoon, and the fight that he put up to make the money available for these programs, that one of the epitaphs on Carl Perkins will read, "He made hunger a stranger among America's needy children," because he has been the great champion in Congress of helping the children.

Chairman PERKINS. It is time for me to leave. Thank you very much, Mr. Chairman.

Mr. PUCINSKI. Now coming back to the cost, Mr. Bash, how do you arrive at that $4½ billion?

Mr. BASH. Well, that was on the basis of $50 million at 50 cents per day per lunch on 180-day school year, or there was another figure based upon 60 cents. It depends upon the point in time that you are doing the calculation, it varies from one State to another and even within a State.

Mr. PUCINSKI. You feel that 1976, you will be able to feed a youngster for 50 cents?

Mr. BASH. Well, there may be some question about it by 1976 unless there is some change in the direction that we seem to be going.

Mr. PUCINSKI. Now I will entertain answers from anyone in the panel who wishes to get into this discussion, but it does seem to me that we are going to have to really develop a very strong case on two points if we hope to get this legislation through.

One, we are going to have to be able to prove a good deal more conclusively than we have up to now the correlation between a breakfast and a lunch and the youngsters' overall learning capability. I think we are going to have to prove that because the lunch program after all is being treated now in this proposal as a part of the educational package. If all we are concerned about is the moral question of feeding youngsters, we need those programs obviously but I do not believe that we ought to burden the educational community with that grave social responsibility.

On the other hand, if we can show there is a direct correlation and that the time has come to look upon diet and the food that youngsters get at breakfast and lunch as a necessary tool just as much as a book or anything else in the educational progress, then I believe it belongs in the educational budget and we ought to try and move in that direction. There is a footnote to all of this and that is the point made by Miss Fischer about incorporating into the lunch program nutrition education.

I wonder if any of you have any suggestions on how we can more succinctly demonstrate to the Congress that there is a definite correlation between breakfast, lunch, and the learning process.

Mr. STALKER. Mr. Chairman, the Massachusetts Institute of Technology has been doing research in this area and I know there are other universities doing similar work in this area. At a recent seminar at MIT, it was pointed out that there was a direct relationship between the consumption of protein and the development of the neurochemical transmitters in the brain. They seem to have proof that the consumption of the protein has a direct relationship to the amount of this chemical which transmits knowledge through neurons in the brain. I think more research like this is being done every day to prove the point that the diet not only affects the physical but also the mental capacity of individuals, and the development of the brain. I think that research is at a stage now where the biochemists have provided facts which seem to substantiate this premise.

Mr. PUCINSKI. Mr. Radcliffe.

Mr. RADCLIFFE. Isn't it true though, that that occurs for the most part in very young children? The problem you are alluding to is a problem for the child before he ever reaches school.

Mr. STALKER. It is important in the development of the brain in the very young, but his lecture covered the importance of the consumption of protein that all of us do every day, that the development of the chemical that transmits the knowledge in the brain has a direct relationship to the amount of protein consumed, affecting the continuing ability to memory and transmitting of knowledge.

The other angle is from time of fetus on through early childhood, without sufficient nutrition in the mother and in the child, the actual development of the brain and number of neurons will be permanently damaged.

Mr. RADCLIFFE. That is my point. When you are at the earlier stage, and you are talking about nutritional deprivation, you are talking about irreversible damage.

Mr. STALKER. Right.

Mr. RADCLIFFE. I suppose a followup question might be, if we are going to spend $4 billion, rather than spend it to give your children, or my children or the Congressmen's children, a free lunch, shouldn't we be concentrating it in very early childhood or in the family feeding programs for people who need it? Why school lunch for people who can afford it?

Mr. STALKER. You are doing that to a degree in the special food service program for children today.

Mr. RADCLIFFE. Are you satisfied with that degree?

Mr. STALKER. No, because there aren't sufficient programs available at the moment in the nonprofit area. There are a lot of proprietor programs in the nursery school and the like which our aid will not reach,

but we are moving in that direction and Congress has said that there is a greater need and we have been using up the appropriations in my State and need more to reach that group there.

Mr. RADCLIFFE. I am not suggesting that school lunch should not be expanded. I particularly wouldn't want to ask a question that it should not be expanded to reach needy children in the schools. But don't you actually in terms of nutritional problems see a more critical need for needy children in particular at a much earlier age?

Mr. STALKER. Yes; but it is proven now that you need it continually in order to properly learn. I think that has been justified, so if your expenditures of education are going to be productive things, you need to keep the nutrition up of the child and that that is really proven at MIT.

Miss FISCHER. Might I expand on that a bit? I think in organizing nutrition knowledge, we speak of nutritional needs of the child and adolescent and old age, and so on. But when you come down to it, it is a continuum and you have to have each succeeding period which influences the next period. For the health of the Nation for all of us we need good nutrition throughout the life cycle and even for these young children, they are the future parents and some of them are going to be future parents very soon, so it has to be the whole life cycle for all children.

Mr. RADCLIFFE. Nobody questions that, but on the other hand, I never ate school lunch in my life and I came from an economically poor family. I used to go home for lunch. I used to walk a mile for lunch, and I didn't suffer from it.

Mr. PUCINSKI. I am sure neither counsel nor I will readily hold ourselves out as the epitome of man's achievement.

Miss Martin.

Miss MARTIN. I think probably just to underline what Miss Fischer said, nutrition, like all other subject matter, is learned in bits and pieces. A high school student doesn't take senior English without a background of beginning in the first grade and building on it throughout high school and the same thing is true with nutrition. We have more and more young women having their families earlier and we know that the condition of the nutritional status of the mother will determine to a great extent the nutritional condition of the baby. And consequently, we do have an invested interest in high school students because, well, not high school necessarily, but teenagers because this is where the kids are dropping out of school where they are more likely to have premature babies, where their nutritional needs are the greatest of any period during a young persons life. We do need school lunches and nutrition education. We need to make the meal a nutrition lesson. The nutrition should be taught on an organized basis from the first grade through the 12th grade.

Mr. PUCINSKI. Mr. Stalker, and of course, Miss Fischer, and all of you have touched on the correlation between good nutrition and learning habits, but I will hope that we can develop in these hearings some further evidence of that phenomena because I believe that we ought to treat the whole process of eating and the whole exercise of relationship of eating as part of the educational process, both in terms of preparing the youngster physically to better absorb the learning process, and secondly, in the very exercise of eating I think that can

become a very valuable period in teaching youngsters some of the social graces of life.

One of the things that disturbs me, and I say this with a heavy heart, is that I sometimes get the impression that there is a kind of brutality syndrome developing in our people in terms of just recklessness. We are becoming an extremely destructive people, we Americans, and this disturbs me no end. Look at the kind of mayhem that occurs on our highways, the kind of destruction that is happening to our natural environment, I wonder if all of this is not the result of some failure somewhere along the line in our educational system, and one of the things that is lacking in our educational system, it seems to me, is who is teaching young people today the social graces of life?

And why shouldn't the lunch period become another period in the learning process? And correlated of course with the added bonus of stimulating the health of the youngster as you do that? So I think that the average cafeteria ought to be a place where young people can assemble, eat a good meal, and spend a relaxing period in conversation and various other social contracts.

To that extent I think the lunch program ought to be an integral part of the educational program. Can we do that? That is why I asked earlier if we don't make a mistake by just looking at this whole project as a feeding project per se, I think there are many spinoffs here that could be very worthwhile to the total educational picture.

Mrs. WHITE. I might comment that I believe one of the things this bill would do for school food service would be to make it a more graceful meaningful situation because we would hope this would help us transfer the lunchroom from a filling station into a dining room and I believe that is what we are saying that we do want it to be more than just a place to get something to eat.

Mr. PUCINSKI. That is true. There is a school in Chicago deep in the ghetto that decided to restructure their whole lunchroom with table cloths and candelabra and decent silverware and decent dishes and they piped in some music. They tried, for youngsters who normally do not have exposure to anything of this experience at home, to make the lunch period a period of development of certain etiquette, and it was interesting to see the tremendous reaction that they got.

The personnel were trained to deal differently with the young people. They gave them some selectivity in their lunch diet instead of slopping the thing on with a spoon like in an Army canteen. And it was amazing what an inffluence it had on these youngsters who were for the most part ghetto children.

Why can't we do that on a larger scale?

Mr. BASH. Mr. Chairman, I remember a few years ago of an experience based upon the same thing that you are recounting going into an area where a lot of children lived in mobile homes or trailers near a war industry location and this was only a few days before Thanksgiving and I was in the lunchroom when the supervisor was having the tables set and they were doing this very thing. They were putting tablecloths on them and putting silverware on the tables and even some candles, and we observed an 8th grade girl sitting over at a table who was one of a group who was helping to prepare this room for the Thanksgiving dinner and this girl was crying and had her head down on the table. We went over and asked her what was the trouble and she said, "You know, I am overcome. I never saw a table set be-

fore." That had never been part of her home experience in a trailer.

Mr. PUCINSKI. Well, this is why it seems to me that if we are going to get this very worthwhile legislation through, we first of all have to make an indisputable case of a correlation between a proper diet at breakfast and at lunch and how it relates to improved learning habits and learning achievement.

Obviously the Congress is going to want to be convinced of that because, when you look at the fact that we are now spending $55 billion roughly on education in this country at all levels, local, State, and Federal, when we propose $5 billion just for the lunch program alone, you obviously are going to run into some very intense competition when we get down to the order of priorities.

Now, there are those who are going to argue it is much more important to teach this child how to read than to teach him how to eat because he is going to learn how to eat at home but he can only learn to read in the school and so this money should be spent on teachers and textbooks and other things that have direct relationship to learning. What I think your profession has to do is help us make out that case. Is that available?

Dr. PERRYMAN. Mr. Chairman, I would like to speak to both of these points. It certainly warms our hearts to hear you speak of the school dining room as a learning situation and we look upon it the same way and have long said it should be a lunch schoolroom rather than a school lunchroom and we know for a fact in many instances where children have never been exposed to the use of any kind of eating utensil or have never sat down to a meal until they come into the school.

It is unbelievable. Certainly this is a major contribution, the knowledge of food and knowledge of how to eat, a knowledge of how to live in group situations, a major contribution which this program could make. Superintendent Briggs of the Cleveland schools has cried out on a number of occasions against the type of atmosphere in the school lunchroom at the present time that, according to him, it is more fitting of a prison than a school, and points out that the high percentage of school riots begin in the lunchroom.

There is need for an entirely different approach, an approach that this is a part and parsel of the educational experience. It is not some kind of outside function for which one sells tickets and I think there is a major contribution to be made there.

Secondly, we certainly make note of your desire for all of the scientific information that is available. We are going to go home with our homework.

Chairman Perkins always sends us home with homework so we will accept that as ours today, but there is a nagging problem in justifying in a scientific way, this relationship because of the difficulty of getting a control group. You just don't keep a control group of hungry children if you have any way of feeding them. I think one answer will always have to come from the experience of educators themselves and I would refer to the statement submitted for this hearing by the distinguished Wilson Riles, California State Superintendent of Public Instruction, and his comment:

> Dropout rates, discipline problems and low performance can be traced directly to malnutrition. An empty stomach makes a sham of academic education. The term "food for thought" is more literal than we think.

I had the privilege of hearing the wife of the Governor of Missouri speak on this subject last Friday and she said:

> I used to be a school teacher and any teacher that doesn't know by 9 in the morning which of the children in her classroom is hungry isn't worth her salt as a teacher. I took my hungry kids down to the lunchroom and had them fed right there whether it was breaking the rules or not.

The testimony as to the relationship between nutrition and ability to learn is legend. We can produce this kind of testimonials in great stacks. The study of which Mr. Stalker speaks is a kind of research that is badly needed and we need much more.

Mr. PUCINSKI. I think you also agree, and perhaps some of you may have some suggestions how, by 1976, the convenience foods industry is going to be substantially different from what it is today because today it is substantially different from what it was 5 years ago. One of the things that has always puzzled me, I fly a great deal and I have been doing this now for almost 13 years flying back and forth between my district and Washington. I don't remember ever having a bad meal on an airplane.

Why is it that the airlines can serve a prepared meal and serve it well and make it appetizing? Don't you believe that if we are going to get into a massive feeding program like this that we ought to be looking at the whole aspect of convenience foods and how they are going to play a role in your operation rather than building huge kitchens and hiring a great deal of personnel. It is becoming more and more difficult to get personnel for these short periods that lunchroom personnel work.

Couldn't we break down the cost of this operation and make it more efficient through that approach?

Mr. BASH. Mr. Chairman, I am sure we have all had those meals on airplanes and one of the significant things, of course, is to compare the cost of that meal with what we are providing in schools and I have heard some figures on that. I don't have them at hand but the cost of the airplane meal is a rather significant amount compared to anything we have in schools. I do think, as you are saying, we are going to be making use of these new foods.

Even in recent months the Department of Agriculture has improved three new foods. One is the textured vegetable protein that we are very much interested in and certainly from a standpoint of meeting our protein needs with our burgeoning population, we are going to have to go to that because we no longer have the supply and can't afford the cost of the red meat to meet protein needs of people.

We are going to have to use the new engineered foods. I think one way of doing this is through a central kitchen rather than a self-contained kitchen in each school. It is too expensive. We couldn't do that. In Cleveland we have 108 schools that have no food service facilities. Economically, the only way we can reach them is through central kitchens and transport food to the schools frozen and reconstitute in an oven the next day on the premises. That is about our only solution.

Mr. STALKER. I have visited a number of airline preparation centers around the country, and the cost is so far out of line as to what we have in cost of operation, but an illustration was in a recent conference in Denver, the girl flying in from Washington was asked if she would have her meal on the plane or not and they said you don't have your

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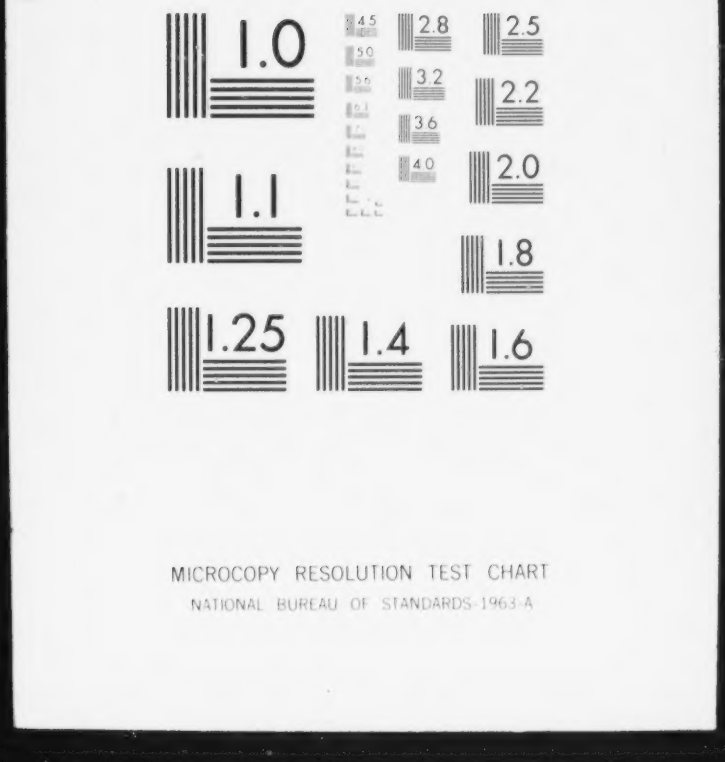

meal, we will reduce the fare $12 on the flight from Washington to Denver, because she did not have the meal, her fare was reduced $12.

Mr. PUCINSKI. That is an experience that I haven't encountered in all of these years.

Mr. STALKER. She reported it to us there.

Mr. PUCINSKI. I think I am sure that is not what they are paying though.

Mr. BASH. Even last evening when I came on TWA from Columbus, I left at 6, there was no meal on that plane at 6.

Mr. PUCINSKI. Somebody goofed.

Mr. BASH. I think the cost factor is really an important one.

Mr. PUCINSKI. I understand the airline is paying $1.20 a meal for those dinners roughly, which is still a long way from the 30 or 40 cents that you are spending.

Miss MARTIN. Dr. Briggs from Cleveland made the statement that he thought we needed to get away from detetrmining effenciency by the cost per unit and we needed to think in terms of effectiveness of school food service programs; that perhaps the lowest cost operation may not be the most appropriate to meet the child's nutritional needs, or to help his self image, et cetera.

We believe in onsite preparation at least as far as the finishing of foods. In Georgia, all schools with the exception of one, do have food service programs. Our State board of education back in the 1950's established a policy that if a local school system is to get State money for building purposes they must include a kitchen, we think that when we teach our food service people to be good managers, that we can provide a low cost, nutritionally adequate meal with onsite preparation and probably do it as economically as if we had a central kitchen.

We also avoid certain problems. We do not have the problems of transportation with onsite preparation and in rural states transportation would be a problem.

You were talking about helping the child to develop socially and emotionally through the food school service program. For many children that smile that the child gets from the school lunch manager or the school lunch worker is the best smile that he has the whole day and if we look for the most economical method of serving lunches the dollar and cents standpoint, we may miss the smile, yes; we could possibly operate for less, but we would be dehumanizing the school food service program, and for many children, their lives are already dehmuanized so we believe that the school lunch people, the community program, is important.

Mr. PUCINSKI. Miss White.

Miss WHITE. I would like to comment on the central kitchen concept that was mentioned because in California we have 2,200 schools that have no lunch programs of any kind and we find that most of these are in really small areas and even rural areas. So we are looking into the concept of multidistrict operations.

We feel we have been provincial in feeling in our case that each school has to have its own facility or each district. We are exploring the possibility of having multidistrict centers, called a nutrition center, which we would hope to prepare food for several small districts and within this center would be food preparation center but also have a classroom and teaching materials and availability of that sort to give a well-rounded nutritional approach to the child's needs.

We really think that even cost which is going to have some benefits in our State, but the problem now is that we don't have funds to develop these nutrition centers because of the funding for equipment and so on.

Mr. PUCINSKI. One of the suggestions made in this discussion is that if you are going to treat the lunch program as an integral part of the educational process, then you have to make it universal. Otherwise, as Mr. Stalker said in his statement the number of children that eat outside of the school, is about two-thirds.

You say on page 3 of your statement, I believe, that two-thirds of the children eat lunch in other ways, going home, bringing lunch from home, buying a la carte items in school, or eating in the neighborhood store.

I gather that means that 60 percent or better of the youngsters for all sorts of reasons do not participate in the lunch program and it seems to me that, if you are going to make this a universal program, if you want all children to participate you have to make it universal and then make the lunchroom attractive enough to bring the youngsters in because you all know that we can make these lunches available but they are not going to eat them.

When I did a recent survey on lunch facilities here in the District, we found that the District was providing lunches for both needy and non-needy children but they weren't coming into eat those lunches and there were many reasons why they weren't which I won't go into at this time, but it does seem to me if you are going to make this part of the educational process, then perhaps the best argument for a universal program because that is the only way you are going to get all of the youngsters participating instead of hanging around the local candy store outside of the school grounds or other places they hang out.

Mr. STALKER. That is right. I think, of course, there was a period in time when food service program as far as administrators they weren't consulted in the planning of schools. Today in developing educational specifications, we find that they are consulted and the planning for newer schools do go in the direction that you envision, not great big barns of diningrooms, but breaking them up so that the atmosphere is much better and conducive to better dining, with smaller tables instead of great big long tables where you have 10 or 12, and I think you will find that the newer schools where they are taking the consultation from the people who do know the problems of nutrition, that you will find new schools being developed that way.

Unfortunately, we did have particularly in the New England area the two-session day where no facilities were provided and conditions having changed in those urban areas and we are faced with central kitchens until the day new schools will replace some of these, and it is difficult to get the kind of dining room that you envision without a send out meal.

But I think in the future directions it is recognized that this is desirable and practically all of our new schools go in this direction today.

Mr. PUCINSKI. What about letting young people smoke in the school lunchroom? I don't encourage smoking. I don't smoke myself. But I know that young people do smoke and I have often wondered whether, by permitting it, you won't keep the youngster in school. I know that so many of these young people barrel out each chance they get because

they can go to the neighborhood candy store across the street from the school and they can smoke over there and get a coke and get a hotdog and do the kind of things that they can't do on the school premises.

Well, as I say, I would like to see young people give up smoking but obviously I can't control that. Won't it be wise then to face up to some hard reality and say those who want to smoke, facilities are available?

Mr. BASH. There are schools making those provisions, even though, like you, a lot of people question it. Several reasons for students leaving the school are to smoke and to have a coke and to be with the opposite sex. There are schools facing up to this and are providing school recreational rooms where they are permitting smoking.

Mr. PUCINSKI. Is that helping?

Mr. BASH. I am not sure that any of these have been in effect long enough to have a good evaluation on them. I think there is another significant thing that we have skirted here that is somewhat a tragic condition that we face in terms of the lack of knowledge pertaining to nutrition education.

Years ago we used to evaluate programs and say where we had teacher interest, where we had teachers going with their classes to the lunchroom we had the best programs. Well, over ensuing years we have had demands on part of teachers to have duty-free periods. We have even had legislation allowing them lunch periods without assignments, so now we have gotten into some of the problems of lack of supervision and I think we are coming to the place where it is going to be more important in teacher training institutions to see that teachers and administrators get a course in nutrition education. I think we would have different acceptance on the part of what we can do with food service programs if teachers and administrators had only one course in nutrition along the way and I think with emphasis that Public Law 91–248 is giving to this, we are going to have a new day.

We are sending 15 people from our State this year to a nutrition educational seminar in our area and we did not confine it to food service people only. We have taken a couple of assistant superintendents. We have taken some vocational home economic teachers. We have taken other counselors and have sent them to this seminar so we will be able to disseminate this kind of information through the total school rather than confining it to food service people only.

Mr. PUCINSKI. What about putting juke boxes in lunch rooms?

Mr. BASH. Well, a lot of them do that. That about drives some people crazy too with the racket and the like.

Mr. STALKER. We have the new open campus concept where the child can be in the dining room, in study hall as long as he has a free period and now you have dining rooms serving food all day long under this new open campus concept.

Mr. PUCINSKI. Is that helping?

Mr. STALKER. That is helping to keep them in the school and keep down difficulties with the students and allowing them these privileges.

Mr. PUCINSKI. What about moving work-study programs and cooperative work-study into the school lunchroom to give these youngsters a chance to earn money and at the same time help in the lunchroom helping with various services? Is there any merit to that?

Mr. STALKER. Traditionally you have always had children working in the lunchrooms and this has been a mainstay of a lot of their extra personnel in the secondary schools, not in elementaries, of course.

Mr. PUCINSKI. In college, it is not uncommon for young people to wait on tables and do all sort of other things to earn some extra money and I am wondering if a program like that would not give young people a greater sense of earlier adulthood and responsibility.

Miss MARTIN. We have had a number of schools using young people in the food service departments.

This past year, after the implementation of free policy provided by Public Law 91–248, we have had to discourage the use of young people in school cafeterias because oftentimes those children were needy children and they were allowed to work for their lunches and now we can only allow young people to work for their lunches provided the opportunity is given for all young people to work for their lunches. I think that the work-study program has great potential. There is one difficulty and it comes back to Miss Fischer's statement. We have not had professionally trained food service directors or dieticians in the school.

Many of the managers in the school are really head cooks or are homemakers from the community. The young people would not really be getting sound training in food service if they worked in the food service department. If professional people were employed in the larger schools or in the central kitchen, I would like very much to see this area developed as a place for young people to learn the food service skills.

Mr. PUCINSKI. I think we have covered a broad aspect of this problem and I again want to merely caution the strong supporters of this bill that you are competing against a lot of programs in education.

As you know, we are now faced with a very serious financial crisis in education. Those who oppose this legislation are going to make out a very strong case but I think in the final analysis we may find this will be one of the educational investments we can make. You are going to have to help us because of this strong competition.

We have the impact people, title I people, handicapped people, and now the President is asking for $1½ billion for desegregation and there is a lot of strong competition here and I would not be fair to you if I did not caution you that we have to put together a very strong persuasive case to get this kind of money. But I must say a nation that by 1976 hopefully is going to be well on its way to a $2 trillion economy ought to be able to consider lunch programs as an integral part of the educational process.

You can help us if you can give us the kind of scientific data that we talked about, Dr. Perryman, where we can show our colleagues here in Congress that there is a definite correlation. As I said earlier, I am disturbed that sometimes you get the feeling that we are all in a big treadmill and we are running hard to get no place and it seems to me that education can change that process around. If the lunchroom, if the early morning breakfast can be a period that can prepare youngsters and put them into a psychological mood to be able to move through that school the rest of the day, with some respect and tenderness for each other and teachers and the whole process of learning, and then if you can give it a second shot during the noon hour, we can make that daily school experience a very exciting thing.

And at the same time help these young people nutritionally, these are the kind of things that I am thinking about and talking about and this is why I would like to see this legislation move but only if it is

going to take on a broader meaning than just slopping food on a plate, transporting it to students and see them leave half of it on the plate and find it winding up in a garbage pail. The American people will not let us spend $5 billion for that kind of process. I know the profession you represent is more than capable of drawing up an exciting meaningful program that will put a new dimension into education and perhaps this is something we should have done years ago.

Maybe some of the problems that our college students are now encountering, some we have talked about, the relationship between nutrition and dropouts, I think that education has to become much more exciting in different ways.

As you know, we are coming out with a book in a couple of days called "Courage to Change" and I hope you are going to read it because we are trying to turn the system around.

I think that this program here that you are advocating could become a very, very meaningful part of the school experience.

Mr. BASH. You caused me to think of two things. I would like to read a short news statement:

> Dr. S. S. Van Iden of Garfield Heights, suburb of Cleveland, has done extensive research over many years using the Wetzel grid to show relationships between physical development of children and school achievement. He has found a high correlation. Even in an affluent community, more often than not, underachievement in learning has been accompanied by less than normal physical development. Dr. Van Iden has found that undernutrition has been a leading contributing factor in both abnormal physical development and underachievement in school work.

This leads me to another thought and that is the poverty cycle that we hear so much about today.

If we had a screen and overhead projector, I could do this so much better with a slide, but if you think of the poverty cycle, people in poverty are nearly always afflicted with hunger and in a great many instances those then are related to malnutrition.

Malnutrition goes on to retardation. I think we see something the evidence of which society has become quite concerned about but hasn't known the answer. Retardation leads on to indifference and laziness and we say about the person on welfare, "Well, he is indifferent and he is lazy" but only in recent times has the research come to point out the relationship of malnutrition to learning, and so I am of the opinon that laziness, indifference, and so forth are a result of retardation which has become an inherited thing with a great many people. So we go on into the cycle again with the next generation and it is poverty, hunger, malnutrition, retardation, laziness, and indifference. It is an endless cycle over and over.

So we have to break this cycle of retardation by improving the nutrition of children over several generations.

Mr. PUCINSKI. We will have Dr. Van Iden testifying before the committee to elaborate on this point. Mr. Bash, I think you have made a good point. We are now an hour and a half in the lunch hour and I think our own efficiency is going to deteriorate if we don't supplement our own nutrition needs.

Counsel, do you have any questions?

Well, I want to thank you. I think you have gotten our hearings off to an excellent start. I think you have helped put this into a much broader perspective than most people are aware of. I think that you

have emphasized by your testimony here today that making the breakfast and lunch program part of the educational process could very well have a greater impact than overhead projectors and other things in new concepts of education.

Maybe we ought to address ourselves to this particular aspect of education and give you nutritionists a decade to prove your case. If you bomb out, I am sure the taxpayers will be very quick to change that around, but I would be willing to gamble on a decade of this kind of assistance to see whether or not we can't make a really significant change in the behavior patterns and learning patterns and educational patterns of young America and at the same time finally once and for all put to rest the statements by well-meaning people about the extent of hunger in America.

I think it is a source of great dismay to all Americans that in this rich Nation of ours, there are people who are hungry. This would be one way I think to eliminate that kind of a problem. Dr. Perryman, I want to thank you for bringing this excellent panel before us. I would like to thank all of you individually for being with us.

I apologize again for the long delay but it has been a most productive hearing once we got started.

Dr. PERRYMAN. Thank you, Mr. Chairman.

Mr. PUCINSKI. The committee will stand adjourned until further call.

(Whereupon, at 1:15 p.m. the General Subcommittee on Education adjourned, to reconvene at call of the chairman.)

(The following material was submitted for the record:)

NATIONAL RESTAURANT ASSOCIATION,
Washington, D.C., July 6, 1971.

Hon. ROMAN C. PUCINSKI,
Chairman, General Subcommittee on Education, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This refers to the bill H.R. 5291 "To establish a universal food service and nutrition education program for children" which is now pending before the General Subcommittee on Education of which you are Chairman. If enacted the bill would be cited as the *Child Nutrition Act of 1971.*

The National Restaurant Association is in accord with the general purposes of the act and wholeheartedly supports the congressional findings and policies announced in section 2 of the bill. There is, however, language in subsection 5(b) of the bill the potentiality of which is of grave concern to the industry which our association represents.

The language to which I refer is contained in the first sentence of subsection 5(b). That sentence requires, inter alia, that the food service programs operated under the act *shall be operated on a nonprofit basis* (italics supplied).

I know that you are familiar with the situation which existed before April 1, 1970, when commercial food service management firms were very effectively precluded from participating in the national school lunch program by reason of a regulation of the Secretary of Labor which caused a school employing such a firm in its school lunch program to lose its federal benefits. The facilities of the food service industry were not used and, as a result, many children eligible to receive a school lunch did not get it.

This regulation was not required by law. The National School Lunch Act of 1946 was based upon a congressional policy of furthering *nonprofit school lunch programs* (italics supplied). The General Counsel of the Department of Agriculture held in his opinion No. 27 dated May 2, 1956, that the fact a school utilizes the services of a food service company does not mean it is not conducting a nonprofit lunch program.

The nonprofit requirement is a restraint upon the school. Vendors to the school may have a profit, employees of the school may have a profit, contractors with the school may have a profit.

After lengthy effort the regulation of which our association complained for a very long time was changed by the Secretary of Agriculture on February 25, 1970, effective April 1, 1970, so that schools could employ food service management companies in their feeding operations without incurring the penalty of loss of Federal subsidies.

We fear that the language of Subsection 5(b) requiring operation on a nonprofit basis might be construed to prevent the employment of a firm which makes a profit. We believe this is not the intention of either the Department of Agriculture or of the Congress at this time.

It is requested therefore that the bill be amended by striking out the words "a nonprofit basis" from line 10 of page 4 of the bill H.R. 5297 and substituting therefore the words "the basis of no profit to the school" so that the first sentence of subsection 5(b) would read "Food service programs operated under this Act shall be operated on the basis of no profit to the school under the supervision of the governing authorities of participating schools or service institutions." This, we believe, would make for clarity of intent; otherwise authorities interpreting the language may feel that since Congress made a change in its basic language a change in the nature of the operation was in fact intended.

Yours very sincerely,

IRA H. NUNN, *Washington Counsel.*

BOARD OF EDUCATION OF BALTIMORE COUNTY,
Towson, Md., June 10, 1971.

Hon. ROMAN PUCINSKI,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PUCINSKI. This is in regard to H.R. 5291 bill, cited as the "Child Nutrition Act of 1971." It is my understanding that this bill is currently pending before a subcommittee of the House Education and Labor Committee.

My concern is the Section 5(b)—"Participating schools and service institutions shall offer at least one meal a day without charge to all children in attendance."

It goes without saying that *all needy* children should receive a free and adequate lunch. To legislate a free lunch for every public school child would amount to criminal waste. According to the 1968 publication of Directors of Secondary and Elementary School, there are 40,688,231 children enrolled in public schools. This is a conservative figure since this is a report from selected districts. The U.S. Department of Agriculture has stated that the average cost of obtaining, preparing and serving a type A lunch is 65 cents per lunch. Using the cost of producing a lunch and the number of children enrolled in public schools, the cost of such a program would amount to $4.67 billion. To legislate a free lunch for every child is one thing—force them to eat same is another. Food which is not eaten and assimilated has no nutritional value to an individual.

There are many ways in which the Federal and local subdivisions can insure a free lunch to the needy child with a less costly program. May I use the Baltimore County school system as an example? As of January 1971, there were a total of 132.939 children enrolled in public schools. To furnish each child a free lunch would cost $15.6 million, a conservative figure. If there were legislation to finance the operating costs of food service, that is all costs other than food, Baltimore County could feed the needy child free and offer a type A lunch, the price based on food alone, to all pupils who desired to purchase same for a minimal charge of 25 cents. This plan could be accomplished without additional subsidies to underwrite a free lunch to children. The total cost to the taxpayer of Baltimore County would not exceed $5 million. Those children who purchased the lunch would eat the lunch and benefit from same. In contrast, a free lunch to every child, as before stated, would cost the taxpayers of Baltimore County $15.6 million. The figures relative to cost of these programs are based on 180 school days per year.

I can state, without fear of contradiction, that the food waste, that is food rejected by children and discarded ino trash containers would be phenomenal. Children of school age are not interested in forced feeding.

I sincerely hope that the universal feeding aspect of this bill will be thoroughly investigated as to waste and cost prior to any decision to legislate it into law.

This letter states the opinion of the School Lunch Department and does not necessarily reflect the opinion of the board of education or the superintendent.

Respectfully yours,

WALTER F. EDWARDS,
Director, Department of School Lunch.

ALASKA STATE LEGISLATURE,
Fairbanks, Alaska, July 27, 1971.

Hon. ROMAN C. PUCINSKI,
Chairman, Journal Subcommittee on Education, Rayburn House Office Building, Washington, D.C.

Re H.R. 5291, a bill establishing universal food services in nutritional education program for children.

DEAR REPRESENTATIVE PUCINSKI: It is with a great deal of interest and enthusiasm that I write you in support if the above bill establishing a universal food services program for the children of this country.

As an Alaska senator, and author of a similar bill introduced in the last session of the legislature, I can assure you there is substantial and far reaching grass root support for this type of legislation. A copy of my bill will be sent to you under separate cover.

It would seem elementary to me and other persons who have demonstrated an interest in this vital subject, that one nutritious meal a day at the very least is a minimum condition precedent to even having the capability of learning anything in the classroom.

Our studies have disclosed that even children of the middle and higher income classes, let alone the lower economic classes, suffer from malnutrition due to poor diets at home or even lack of adequate lunches.

In Alaska especially, where we have a relatively high low income indigenous native population, such a program is an absolute necessity in order to solve the basic poverty and health problem and therefore break the vicious circle of poverty and lack of education.

Please count on me as a wholehearted supporter of your legislation. It would be most appreciated if a transcript of your committee hearings and the final legislation passed by Congress could be sent to me for evaluation before we take up a similar bill to H.R. 5291 on the State level.

Sincerely yours,

EDWARD A. MERDES.

STATE OF ALASKA,
THE LEGISLATURE,
July 30, 1971.

Representative ROMAN C. PUCINSKI,
Chairman, Journal Subcommittee on Elucation, Rayburn House Office Building, Washington, D.C.

DEAR REPRESENTATIVE PUCINSKI: At the request of Senator Edward A. Merdes, please find enclosed a copy of S.B. 236 currently before the Alaska Legislature sponsored by Senator Merdes which relates to universal food sevices.

If this office may be of further aid to you, please do not hesitate to write.

Very truly yours,

JOHN M. ELLIOTT,
Executive Director.

SENATE BILL NO. 236

IN THE LEGISLATURE OF THE STATE OF ALASKA—SEVENTH LEGISLATURE—
FIRST SESSION

A bill for an act entitled: "An Act establishing a food service and nutrition education program for children; and providing for state participation in similar federal programs"

Be it enacted by the Legislature of the State of Alaska:

Section 1. AS 14 is amended by adding a new chapter to read:

CHAPTER 52. FOOD SERVICE AND NUTRITION EDUCATION

Sec. 14.52.010. *Findings.* (a) The legislature finds and declares:

(1) the proper nutrition of the state's children is a matter of highest priority;

(2) there is a demonstrated relationship between the intake of food and good nutrition and the capacity of children to develop and learn;

(3) the teaching of the principles of good nutrition in schools has been seriously inadequate, as evidenced by the existence of poor or less than adequate diets at all levels of family income;

(4) any procedure or "means test" to determine the eligibility of a child for a free or reduced price meal is often degrading and injurious both to the child and his parents; and

(5) the national school lunch and related child nutrition programs, while making significant contributions in the field of applied nutrition research, are not, as presently constituted, capable of achieving the goal of good nutrition for all children.

(b) The assurance of proper nutrition for our children is a public concern. The legislature urges that, when possible, assistance be provided from all available state and local sources to children in nonprofit private schools and in nonpublic, nonprofit service institutions, as well as to children in the state's public schools, so that they may receive the full benefits of the programs authorized under this chapter. Nevertheless, in situations where this assistance is not forthcoming in adequate amount the schools and institutions may require of parents a registration fee to help finance the operation of food service programs.

Sec. 14.52.020. *Policy; Legislative Intent.* (a) It is the policy of the state to assure adequate nutrition offerings for the state's children, to encourage the teaching of the principles of good nutrition as an integral part of the total educational process, and to strengthen state and local administration of food service programs for children. It is also the policy of the state that food service programs conducted under this chapter be available to all children on the same basis without singling out or identifying certain children as different from their classmates.

(b) It is the intent of the legislature in enacting this chapter to implement the federal Child Nutrition Act of 1971 and authorize the state's participation in this program.

Sec. 14.52.030. *Food Service Program for Children Established.* (a) The commissioner shall formulate and administer cooperatively with appropriate federal, state and local agencies a universal food service and nutrition education program for children in the schools of the state and in service institutions conducting programs for the benefit of all children. To the fullest extent practicable, the commissioner shall utilize the available services and expertise of other related federal, state and local departments and agencies, school districts and private organizations concerned with nutrition and nutrition education in the formulation of program requirements and regulations. The program shall be designed to provide each child an equal opportunity to participate on the same basis as all other children with no discrimination as to time or place of serving or types and amounts of foods offered.

(b) On recommendation of the advisory commission, the commissioner shall promulgate regulations to carry out the purposes of this chapter, and in so doing, shall comply with the Administrative Procedure Act (AS 44.62) and applicable federal statutes and regulations.

Sec. 14.52.040. *Federal Aid; State Matching.* (a) The legislature assents to federal aid under the Child Nutrition Act of 1971 on behalf of the state. The commissioner shall cooperate with the federal government and do all things necessary to continue state eligibility under that Act or any Act amending or supplementing it, subject to prior concurrence of the governor.

(b) If the United States Congress enacts legislation making federal money available to the states for a universal food service and nutrition education program for children under the Child Nutrition Act of 1971 it is the desire of the legislature that the governor or the commissioner of education, as federal law may require, have sufficient flexibility in the use of money appropriated to the Department of Education to meet all reasonable federal requirements for obtaining the full amount of federal money which may be obtained by the state under this federal aid program. To the extent applicable, the provisions of AS 14.50 are incorporated by reference in this chapter.

(c) For the first and second fiscal years of operations under this chapter, expenditures from funds appropriated to the department under this chapter, other than for the purchase or acquisition of land or for the cost of construction or alteration of buildings, shall constitute at least 10 percent of total operating costs of the program. For the third fiscal year, the state share shall be increased to 12 percent of operating costs and shall be increased by two percent every second year thereafter to reach a maximum of 20 percent. For each fiscal year of operations under this chapter, expenditures by schools, school districts and service institutions, other than for the purchase or acquisition of land or for the cost of construction or alteration of buildings, shall constitute at least five percent of total operating costs of the program.

(d) The commissioner may make agreements with the appropriate federal departments or agencies to enable participation in the programs authorized by the Child Nutrition Act of 1971. The commissioner shall incorporate, in his agreements with the federal government, the express requirements under this chapter insofar as they may be applicable and those provisions as in his opinion are reasonably necessary or appropriate to effectuate the purposes of this chapter.

Sec. 14.52.050. *Nutritional and Other Program Requirements.* (a) Meals and supplemental food services provided by schools and service institutions participating in programs under this chapter shall meet minimum nutritional requirements prescribed by the commissioner on the basis of tested nutitional research and on recommendation of the advisory commission.

(b) Food service programs operated under this chapter and applicable federal legislation shall be operated on a nonprofit basis under the supervision of the governing bodies of participating schools or service institutions. Participating schools and service institutions shall offer at least one meal a day without charge to all children in attendance. The meal shall consist of combination of foods meeting a minimum of one-third of the child's daily nutritional requirements. Additional meals or supplemental food services before, during or after the school day may be offered to all children in attendance based on economic or nutritional needs.

(c) No affidavit nor certification may be required of any parent or guardian in order that a child take part in the food service program operated by the school or service institution.

(d) The sale of extra food and beverage items offered on a regular basis during the regular school day shall be restricted to those items recognized as making a contribution to, or permitted by the school to be served as a part of, a meal meeting the nutritional requirements prescribed by the commissioner, and income from the sale of these items shall be deposited to the account of the nonprofit food service program and the income shall be used only for program purposes.

(e) The department shall determine the eligibility of applicant schools and service institutions to participate in programs authorized under this chapter and applicable federal legislation, shall determine their need for assistance to carry out the purposes of this chapter and shall establish controls to insure effective use of funds.

Sec. 14.52.060. *Direct Food Assistance.* A school or service institution participating in programs authorized under this chapter shall, insofar as practicable, utilize in its program foods donated by the United States Department of Agriculture under applicable federal law.

Sec. 14.52.070. *Apportionments and Payments to Schools, Service Institutions.* (a) The apportionment to each participating school, school district and service institution shall be made on the basis of the factors established by federal law, as supplemented by regulations promulgated by the commissioner under sec. 30(b) of this chapter.

(b) The commissioner shall certify to the commissioner of administration from time to time the amounts to be paid to any school, school district or service institution under the provisions of this chapter and the time or times these amounts are to be paid and the commissioner of administration shall pay to the schools, school districts or service institutions at the time or times fixed by the commissioner the amounts certified.

Sec. 14.52.080. *Use of Funds.* (a) Funds paid to the state by the federal government for any fiscal year shall be disbursed to schools, school district and service institutions to assist them in financing the operating costs of their food service program including the costs of obtaining, preparing and serving food.

(b) These disbursements shall be made by the department at least monthly and may be made not earlier than 10 days before the beginning of each month of operations. Periodic adjustments in the amounts of funds disbursed shall be made to conform with the provisions of federal law.

Sec. 14.52.090. *Nonfood Assistance.* (a) On recommendation of the advisory commission the commissioner shall formulate and carry out a program to supply schools, school districts and service institutions with equipment, other than land or buildings, for the storage, preparation and transportation, and serving of food to enable these schools to establish or expand food service programs for children.

(b) For the first five years of operation under this chapter the commissioner shall apportion 50 percent of funds appropriated for the purposes of this section among the schools, school districts and service institutions without a food service.

Sec. 14.52.100. *Nutrition Education.* (a) The commissioner, in cooperation with the Office of Education of the United States Department of Health, Education and Welfare, and on recommendation of the advisory commission, is authorized to formulate the basic elements of a nutrition education program for children to be extended on a voluntary basis through the department to schools school districts and service institutions participating in programs authorized under this chapter. The program shall include, without limitation, the preparation of course outlines, based on the advice of experts in the field of child nutrition, classroom teaching aids, visual materials, the training of school food service personnel, and the training of teachers to conduct courses in child nutrition.

(b) For the first fiscal year of operations under this chapter, grants, other than grants made under sec. 70 of this chapter, for the conduct of nutrition education programs for children shall be based on a rate of 50 cents for each child enrolled in schools or service institutions within the state and, for each fiscal year thereafter, grants will be based on a rate of $1 for each child so enrolled. Enrollment data used will be the latest available as certified by the department to the Office of Education of the United States Department of Health, Education and Welfare.

Sec. 14.52.110. *State Plans of Operation.* The commissioner shall submit to the Secretary of the State plans of operation under the Federal Child Nutrition Act of 1971 at least three months before the first fiscal year of operations under this chapter. These plans shall include, without limitation, the following:

(1) proposed state and local funding;

(2) plans to extend food service to all eligible schools;

(3) plans for a nutrition education program to be conducted in schools and service institutions;

(4) the types and kinds of food service to be offered to children attending participating schools and service institutions, and procedures and methods to be employed to assure high quality, nutritious and appetizing meals for participating children;

(5) plans for supervision and audit of program operations; the plans of operation must be approved by the commissioner before disbursement of funds to participating schools, school districts and service institutions;

(6) plans for conducting training programs for school food service personnel;

(7) plans for conducting experimental or demonstration projects.

Sec. 14.52.120. *State, Local Administrative, Supervision Expenses, Costs.* (a) The commissioner may utilize federal funds granted under the Child Nutrition Act of 1971 for use for its administration expenses in supervising and giving technical assistance to the schools, school districts or service institutions in their conduct of programs under this chapter. These funds shall be utilized only in amounts and to the extent determined necessary by the commissioner to assist these schools, school districts or service institutions in the administration of additional activities undertaken by them under this chapter. Any employee paid in whole or in part with federal funds provided under the Child Nutrition Act of 1971 shall be included under either a merit, civil service, or tenure system covering employees of the department or school district.

(b) The commissioner may accept and disburse out of the federal grants for the purposes of this chapter funds to assist in the supervision of local program operations. The grants to each school, school district or service institution is to be determined on the basis of federal law and regulations promulgated under it.

Sec. 14.52.130. *Assistance to Nonprofit Private Schools.* (a) Federal assistance for food service to nonprofit private schools shall be provided by the department either in the form of direct payments or by payments made through the school district in which the nonprofit private school is geographically located.

(b) If the department is precluded by law from making direct or indirect payments to these schools, the commissioner shall withhold funds from the apportionments to the schools or districts for the purpose of making direct payments to these schools. Withholding of these funds shall be based on the rate of federal assistance per child per year for the schools or districts as determined by federal law or regulation and the number of children attending nonprofit private schools in the state.

Sec. 14.52.140. *Pilot Operations.* In cooperation with the United States Department of Agriculture during the first full fiscal year following the passage of the federal Child Nutrition Act of 1971 and this chapter, the commissioner shall begin pilot operations in schools, school districts or service institutions he selects on recommendation of the advisory commission, utilizing available federal, state and local funds to test and develop the most effective techniques and procedures for effectuating the provisions of this chapter and for the purpose of developing appropriate estimates of participation and costs.

Sec. 14.52.150. *Accounts, Records and Reports.* (a) The department, schools, school districts, and service institutions participating in programs under this chapter and the federal Child Nutrition Act of 1971 shall keep whatever accounts and records may be necessary to enable the secretary and the commissioner to determine whether there has been compliance under federal law, this chapter and the regulations promulgated under them. The accounts and records shall at all times be available for inspection and audit by representatives of the secretary and the department and shall be preserved for three years.

(b) The department shall provide periodic reports on expenditures of federal funds, program participation, program costs, and other required data on the form the secretary prescribes.

Sec. 14.52.160. *Evaluation.* The commission and the advisory commission shall carefully and systematically evaluate the programs conducted under this chapter, directly or by contracting for independent evaluations, with a view to measuring specific benefits, as far as practicable, and providing information needed to assess the effectiveness of program procedures, policies and methods of operation.

Sec. 14.52.170. *Advisory Commission.* (a) There is in the department an advisory commission to be known as the Advisory Commission on Child Nutrition which shall be composed of not less than 13 members appointed by the commissioner. Membership shall include a school administrator, a person engaged in child welfare, a person engaged in vocational education, a nutrition expert, school food service management experts (one each from a rural and urban school), a school governing board member, one representative each from the division of agriculture of the Department of Natural Resources and from the Department of Health and Welfare specially qualified to serve on the commission because of their education, training, experience and knowledge in matters relating to child nutrition, and active members of parent-teacher organizations or parents who have children attending schools or service institutions participating in programs under this chapter. Women and minority group representatives shall be included among the membership.

(b) Members appointed outside the Departments of Education, Natural Resources and Health and Welfare shall be appointed for staggered, four-year terms determined by lot. Members appointed from the Departments of Education, Natural Resources and Health and Welfare serve at the pleasure of the commissioners appointing them.

(c) The commissioner shall designate one of the members to serve as chairman, and one to serve as vice chairman of the commission.

(d) The commission shall meet at the call of the chairman but shall meet at least twice a year.

(e) A majority of the members shall constitute a quorum and a vacancy on the commission shall not affect its powers.

(f) In addition to its other duties set out in this chapter, the commission shall make a continuing study of the operation of programs carried out under this chapter with a view to determining how the programs may be improved. Annually, the commission shall submit to the commissioner, the governor and the legislature a written report of the results of its study together with the recommendations for administrative and legislative changes it considers appropriate.

(g) The commissioner shall provide the commission with the technical and other assistance, including secretarial and clerical services that may be required to carry out its functions under this chapter.

(h) Members of the commission receive no salary but are entitled to the same travel and per diem provided for other boards and commissions.

Sec. 14.52.180. *Definitions.* In this chapter

(1) "advisory commission" means the Advisory Commission on Child Nutrition established by sec. 170 of this chapter;

(2) "commissioner" means the commissioner of education;

(3) "department" means the Department of Education;

(4) "nonprofit private school" means any private school exempt from income tax under sec. 501(e)(3) of the United States Internal Revenue Code of 1954, as amended;

(5) "operating costs" means the cost of food and nutrition services administration and supervision, labor, supplies, acquisition, storage, preparation and service of food used in the feed service program, utilities, maintenance, repair, and replacement of equipment; this term does not include the cost or value of land or acquisition, construction, or alternation of buildings, nor does it include any part of the general administrative and maintenance expenses for the total school program;

(6) "secretary" means the Secretary of the United States Department of Agriculture;

(7) "service institution" means private, nonprofit institutions or public institutions which provide day care or other child care services for children or handicapped children;

(8) "school" or "school district" means the governing body which is responsible for the administration of one or more attendance units and which has the legal authority to operate a food service program; the term includes any public or nonprofit private primary, elementary or secondary school through grade 12, and kindergarten and preschool programs operated by these schools;

(9) "universal food service and nutrition education program" means a program designed and operated to offer all children in group situations away from home at least one meal a day which meets at least one-third of the child's daily nutritional requirements; additional meals or supplemental food services may be offcered to all children in attendance based on economic or nutritional needs; all food service programs conducted under this chapter will operate without charge to the child; the children to be covered under this chapter include those attending preschool, kindergarter, primary, elementary and secondary schools through grade 12 and children in service institutions as defined in this chapter; the term also includes a broad program of nutrition education to teach all children basic principles of good nutrition and the importance of good nutrition to health.

Sec. 14.52.190. *Short Title.* This chapter may be cited as the Alaska Child Nutrition Act.

PREPARED STATEMENT BY EDWARD F. GAIDZIK, DIRECTOR OF SCHOOL LUNCH OF THE CHICAGO PUBLIC SCHOOLS

Mr. Chairman and members of the committee: I am Edward F. Gaidzik, director of school lunch, representing the Chicago Public Schools in the State of Illinois. I have been asked to appear before your honorable body in that capacity, however, in the absence of sufficient time for individual presentations at the scheduled hearing of June 22, we are making this presentation in the attached formal document. Dr. John Perryman, executive director of the American School Food Service Association, is representing the position of major city directors, which is in part substantiated by the philosophies herein contained. The attached statements are substantiated by the Illinois School Food Service Association, and are meant to lend support to the proposed legislation incorporated in the newly proposed amendments to the National School Lunch Act and the Child Nutrition Act of 1971.

We in Chicago, are deeply interested in any legislation which specifically aids the needy children who attend our public schools. The National School Lunch Act has enabled school lunch administrators throughout the country to better serve the needs of all children, and this is commendable, but it is only recently that the voices of large city directors and school administrators are being heard in reference to malnutrition and hunger in the poverty pockets of our urban centers. In Chicago, we have always recognized that there are large numbers of needy children who require the benefits of nutrition meeting the standards of the National School Lunch Act, and we have recognized the need for free meals in increasing numbers over the years, as the attached schedule so well illustrates.

Year	Number of free meals	Dollar value
1959	701, 896	168, 455. 11
1960	784, 009	188, 162. 12
1961	870, 614	208, 947. 47
1962	842. 011	218 922. 75
1963	965, 187	250. 948. 69
1964	977, 294	254, 096. 54
1965	1, 061, 609	276, 018. 08
1966	927, 444	259, 684. 45
1967	1, 019, 044	285, 332. 23
1968	1, 204, 153	337, 163. 06
1969	8, 412, 394	2. 355, 470. 00
1970	25, 356. 233	7, 606, 800. 00

With the introduction of the new guidelines which were provided through the Department of Agriculture proceedings in the fall of 1969, our board of education has adopted and applied the new criteria.

In the calendar year of 1968, we served an average of 8,000 free meals daily. At the conclusion of business on April 30, 1971, our free meals have increased to nearly 170,000 daily. This great increase in participation in the free lunch program indicates that Chicago school administrators have embraced the intent of the new regulations, and in most part, fully accepted their increased responsibilities.

It is our contention that matching State fund requirements are necessary to alleviate the inequities of cash distribution within the nation, and Illinois has responded generously with a per meal assistance for breakfast and lunch to the needy child. Federal funding has enabled Chicago to respond with compassion and has committed our board of education to the proposition that no child shall go hungry. Nonetheless, we feel that certain more meaningful criteria must be established for the issuance of free meals, in order that school administrators and other agencies be guided with a formula which is realistic and functional; to be specific, a universal free meal program.

In our school system, ever increasing burdens on our present central system as it concerns purchasing, warehousing, trucking, and food preparation kitchens. are dramatically tied in with capital investments, as also is the problems of serving and seating space within most of our schools. We operate a hot food service based upon the Type "A" meal specifications in approximately 328 high and elementary schools. We further serve 38 satellite schools from central kitchens, using identical hot food menus. In addition to this, we operate a central kitchen, producing 31,000 cold pack type "A" meals for 137 schools, and are now embarking upon a new concept of total use of prepared foods where cooking equipment will be of minor importance. These programs are inaugurated to constantly fulfill the needs of the children who are served in gymnasiums, classrooms, auditoriums, basement areas, and even in hallways where permissible.

The great national interest in the problem of hunger existing in every area of this nation has placed great pressures on congressional bodies to provide funds and formula to benefit the children of our nation in the attainment of better physical and mental health. This has resulted in a labyrinth of Federal and State laws which are overlapping and complex. To mention a few, we might specifically speak of OEO, Head Start, Wingspread, ESEA and its many facets, State Aid to Crippled Children, as well as the Mentally and Physically Handicapped, Special Milk, Child Nutrition, Model Cities, State Vocational Acts, and others.

Appropriations on both Federal and State levels find their way into many agencies of municipal government, and nutrition programs eventually become the responsibility of local State lunch directors, who seemingly are the professional group capable of bringing these together into meaningful services to the child. The problems arising from this complexity results in numerous kinds of interpretation, which has caused school administrators insurmountable problems. To make matters worse, much of the original monies proposed for feeding are now being curtailed and these programs fall back upon the National School Lunch Act for support.

We feel that these problems, along with such others as anonymity, collection of cash, cost of equipment, deliveries, warehousing, and administration costs should be carefully assessed and specific appropriations made possible on a per meal basis in which the respective school boards can bring all of these problems together through a Universal School Lunch Act. The National School Lunch Act in its present form is cumbersome, and is interpretated in many ways in many

states and communities. We suggest that all of the appropriations for feeding the indigent child be stricken from the existing pieces of legislation and placed solely in the National School Lunch Act, other than those affecting the aged or adult population. We further feel that each school board should decide how the type "A" meal should be presented to the child, especially at the high school level without prohibition and enjoinments, thereby, nullifying the fact that high school children are adults. We feel that freedom of choice is the democratic privilege of the high school student, and that nutrition really starts at the elementary level, and further, that if the child has not received his nutrition education at an early age, he cannot be forced into this pattern at the secondary level.

Our President has pledged that all efforts will be made to improve the health of the youth of this Nation, and that funds must be provided to make this possible. It is not enough to feed just the needy, and it is a well known fact that dietary deficiences also exist among students coming from more affluent backgrounds. Thus the burden of responsibility for a Universal School Lunch Act will fall upon each individual school board, and rightfully so.

Financing for this kind of project can be accomplished with an all encompassing bill, which envisions a cooperative effort on the part of the states with the Federal Government. Present school lunch appropriations of over a billion dollars must initially be increased to $5 billion, and must include provisions for added school lunch supervision at the local level, as well as moneys to be appropriated for space and equipment. School boards throughout the Nation are strapped for funds, and while they are attempting to meet the challenge of recent school lunch legislation, find that they are implementing a food service which is, in many instances, somewhat less than desirable.

I wish to express my appreciation in behalf of the Chicago Board of Education and the American School Food Service Association to have been afforded the opportunity to testify before your honorable body.

CALIFORNIA DIETETIC ASSOCIATION,
Woodland, Calif., October 18, 1971.

Congressman ROMAN C. PUCINSKI,
General Subcommittee on Education,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PUCINSKI: I am writing as a representative of the Sacramento District Dietetic Association to let you know that our association supports bill H.R. 5291. The free lunch program provided for selected children is a good idea, however, as you know, it has not been an adequate program.

The dietetic association hopes that you and the committee members of the General Subcommittee on Education will endorse bill H.R. 5291.

Sincerely,

Mrs. KAY BEAVO, *Secretary.*

STATE OF CALIFORNIA,
DEPARTMENT OF EDUCATION,
Sacramento, Calif., June 21, 1971.

Hon. CARL D. PERKINS,
Chairman, Education and Labor Committee,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I wish to express my support for H.R. 5291, which would establish a universal food service and nutrition education program for the Nation's children.

For simple humanitarian reasons no child should sit in class hungry and, in the learning process, adequate nutrition is essential. Dropout rates, discipline problems, and low performance can be traced directly to malnutrition. An empty stomach makes a sham of academic education. What good is a textbook and a teacher if a child does not have the energy to learn? The term "food for thought" is more literal than we think.

Because of my beliefs on this subject of school nutrition I have appointed a task force in the Department of Education which has been charged with the

responsibility of extending the benefits of the various child nutrition programs to every child in the state who can benefit from such programs. The passage of H.R. 5291 would be most helpful in achieving this objective.

Currently more than 500,000 children in California are receiving free and reduced price school lunches. This represents approximately 50 percent of the total participation. Nevertheless, we are reaching only one-half of our needy children and only about one-fifth of the total number of pupils in the state. Many children are from marginal income families which do not qualify for free and reduced price lunches but nonetheless cannot afford to pay the full cost. Also, many families who qualify for free and reduced price lunches are too proud to permit their children to participate. Although every effort is made to protect the anonymity of the children receiving free and reduced price meals this protection is most difficult to maintain and occasionally needy children are identified. This is humiliating to the child and should not be allowed to happen. Making free school lunches available to all children who wish to participate would do away with discrimination, inadvertent as it may be, once and for all. Children do not have to pass a financial means test in order to receive free textbooks or free transportation to and from school. Neither should they have to pass a means test in order to receive a free or reduced price school lunch, particularly when tax funds are used for the construction of facilities and for the purchase of food service equipment.

I support H.R. 5291 with the hope that its enactment will assist the school food service program to become at long last an integral part of the total school program and to achieve the basic purpose of the National School Lunch Act which is ". . . as as measure of national security, to safeguard the health and well-being of the Nation's children . . . "

Sincerely,

WILSON RILES,
State Superintendent of Public Instruction, and Director of Education.

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